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A STUDY OF FARM LABOR IN CALIFORNIA

BY

R. L. ADAMS and T. R. KELLY

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Many agencies, ranging from the United States departments to the private employment bureaus, are trying to help the California farmer secure his labor supply. Thus far the sum total of the work has resulted in a somewhat better utilization of present supplies but has not greatly helped in adding to the total supply.

One good result of the past season is a growing realization that the farmers' labor problem also vitally concerns the State and that, if crop production is to be maintained, to say nothing of being increased, everyone must help—organized labor, the railroads, the general public, the military authorities, as well as the farmer and farm worker.

The burden of proving the need for labor rests with the farmer and the State, but a goodly share of meeting that need, once it is fully determined, rests with the entire country.

In presenting conditions, findings, and possible remedies in this report, it should be clearly understood that the office of State Farm Labor Agent, to represent the University of California College of Agriculture, the United States Department of Agriculture, and the State Council of Defense, was created solely to foster and assist in every way the labor supply, as it affects the production of food, feed, and fiber necessary to the conduct of the war.

Whether existing ranch conditions are good or bad for society or labor is not strictly pertinent to a war emergency office; nevertheless, while plans for greater production must utilize all resources, only changes should be advocated which will not tend to a dangerous aftermath upon the conclusion of the war.

DEFINITION OF FARM LABOR SHORTAGE

The term "farm labor shortage" is subject to several definitions.

One definition considers a shortage as occurring only when actual crop losses are sustained from lack of labor. These losses may be in

acreage not actually planted, or in reduced quantity or quality of crops or animal products, directly traceable to labor insufficiency or inefficiency.

A second definition accepts a shortage as existing whenever labor is less efficient, commands increased wages, demands a shorter day, or is notoriously difficult to obtain.

It would seem unfortunate if we must reach a state of actual losses in production before shortage of labor is recognized, since in agriculture the time consumed in obtaining a remedy is of the utmost importance.

In this report a "farm labor shortage" is considered to be present whenever one or more of the following factors are being generally experienced by farmers throughout the state.

- (a) Losses in acreage, quantity, or quality, of normal production.
- (b) Inability to expand sufficiently to meet war demands for products, especially those specifically requested by the federal government.
- (c) Payment of higher than normal wages, either as cash or as perquisites.
- (d) Importation of labor from outside sources.
- (e) Difficulty in obtaining and holding men.

1917 EVIDENCES OF FARM LABOR SHORTAGE

In reviewing the large mass of data upon lessened production due to shortage of labor, several facts stand out. No state-wide losses in crops actually planted, nor serious reduction in amount of cropped acreages, has resulted because of labor shortages. Losses are scattered, local, and mostly individual, the sum total being surprisingly small.

The most serious losses have taken place in sugar beets, alfalfa, beans, certain fruits, and some vegetables. Of the more than two thousand farmers operating a total acreage of over 225,000 acres, as reported from farm center meetings, the losses in acreage are negligible. Losses in quantity are more apparent than losses in acreage, and in some instances are quite marked. Losses in quality were not as outstanding as losses in quantity. Of the seventy-three firms operating over an acreage of more than 348,000 acres, one reports the loss of 25,000 tons of alfalfa hay, another estimates losses in cash as amounting to over \$200,000, and a third estimates losses at \$150,000. Vaca Valley estimates its fruit losses at \$62,500.

It would appear from the evidence that the small farmer got through the season with relatively less difficulty than the large operator,

while generally the less favored sections suffered more than districts having advantage in the way of accessibility, climate, working conditions and living accommodations.

That exceptional weather conditions during spring plantings and fall harvests are responsible for minimum losses is generally conceded. Because of the unusual conditions the customary demand was lacking for help during the pinch of emergency necessity ordinarily occurring in normal years of showers during early fall months. Reduction in demand was also brought about by reduced yields in sugar beets, cotton, citrus and walnuts, while shortage of shock and shipping facilities curtailed labor needs in certain fruit lines.

From the standpoint of lower efficiency, higher wages, difficulty in securing men, and similar evidences of a labor shortage, 1917 offers abundant testimony of a farm labor shortage and suggests the urgency of immediate steps to improve existing conditions.

Labor has been less reliable and less efficient than usual during the past year. As a result farmers have had increasing difficulty not only in obtaining men but in holding them. Due to a general shortage in many industries other than farming, the best of the usual ranch help has been recruited for other lines, leaving the less efficient for the farmer's use. The military draft and volunteer service have drawn heavily upon the best class of farm labor, and while its effect has not been marked during the past year certain machinery men drawn to the army and navy have been difficult if not impossible of replacement. That the influence of the draft may be much more extensive next year is a reasonable deduction.

Estimates of 1917 efficiency compared with 1916, where reductions are noted, range in a drop from 10 per cent to 66 $\frac{2}{3}$ per cent, with a general average, as nearly as can be stated, of 25 per cent drop in efficiency. The small farmers complain less of reduced efficiency than do the large landowners.

Ease in obtaining work, high wages in other industries, and the saloon are the main causes, in the minds of those giving a reason, for reduced efficiency. The taking of the best men through the draft and presence of agitators are also mentioned.

The evidence proves conclusively that there has been a general advance in farm wages for 1917 over 1916, the increase ranging from 5 per cent to 100 per cent, or a general average advance of 40 per cent for both large and small operators reporting increases.

Along the lines of providing better living conditions there is a slight improvement to be noted. Apparently farmers do not consider

this much of a factor in obtaining and holding good men. Improvement in living conditions and hours of work have been mostly confined to the larger operators.

There has been a slight tendency toward substituting piecework for the hour and day basis. A few men report a decrease in the number of hours constituting a day.

To protect the sugar beet growers, actual importation into the State to the extent of 1700 men had to be undertaken, this past season, by various beet sugar companies.

To meet its harvest need Imperial Valley imported, by private subscription, several hundred Texas and Oklahoma families.

Summed up, the 1917 season presents evidence of a farm labor shortage to be found in:

- (a) Actual importation by private interests.
- (b) A wage scale 40 per cent generally higher than that of 1916 for migratory labor.
- (c) Inability to save the straw of the barley, wheat and rice fields.
- (d) Loss of men drawn to other industries.
- (e) A few instances of actual losses in crops and dairies.
- (f) Reduction of wood cutting for fuel.
- (g) Reduction of dairies.
- (h) Loss of men through operation of the draft.

The large employer has suffered more than the small operator. Since crop production has its greatest field for immediate expansion with the large employer, lack of sufficient help becomes serious.

Considerable apprehension is expressed with reference to desired extensions of the sugar beet acreages, long staple cotton plantings, and hemp fields—requested by the federal government—since all of these are special crops of relatively high man labor requirements.

EMERGENCY NEEDS VS. NORMAL NEEDS

In the above presentation no distinction as to crops is made. It is important to point out, however, that crops or animal losses may be either necessary to the conduct of the war or else of a truly non-essential nature. Beef, wheat, beans, sugar, cotton, hay and forage crops, wool, dairy and poultry products, certain fruits and some vegetables are war essentials. Watermelons, hops, asparagus, strawberries, cantaloupes, and similar crops are not classed as essentials.

Viewed in its war emergency aspect the labor situation assumes a much more serious look where shortage of labor to produce essentials

occurs than when non-essentials are concerned. Both groups must, however, be recognized and both assisted with labor, for if one or the other group is short of help it draws upon whatever supply is available, thus establishing a new equilibrium and spreading the shortage over all production. For this reason such an office as ours cannot afford to pass by any farm enterprise of magnitude reporting a real shortage of labor. Indeed, for this reason we are compelled to pay attention to all industries—mills, construction, manufacturing, mining, and transportation—which draw upon the same supply of labor as the farmer.

KIND OF HELP NEEDED BY FARMERS

California agriculture is highly specialized, each farmer usually confining himself to some one crop or product, as dairying, fruit, sugar beets, poultry, grain, or hay, and he, therefore, requires a type of labor able to do the particular kind of work necessary to successful production in his particular industry.

A dairyman wants men all the year who are able and willing to be on hand twice a day at twelve hour intervals, milk twenty to thirty cows, and, possibly clean out the milking sheds, and feed in the barns. An alfalfa hay producer wants husky men from about April 15 to November 1 who can handle teams in mowing and raking, lend a hand at cocking, hauling, and stacking, and irrigate between cuttings. A grain grower requires men for a more or less definite period during the fall and rainy season to care for and drive eight or ten head of mules in plowing and harrowing. He then has an interval with no work until the hay or grain harvest starts—the last of May or the first of June. If harvesting is done by contract the grower's interest in labor ceases with the hauling off of the crop and its safe delivery to car or warehouse. The fruit grower needs additional help for any work he cannot do himself. On small acreages this means extra help only at harvest—to gather the fruit and prepare it for sale or for drying. The man operating extensive acreage of fruit does little more than supervise the work, and in addition to harvest hands needs men to prune, spray, cultivate, and irrigate. Even among the fruit men a difference exists in the kinds of labor which can be used. For picking up prunes or walnuts any labor can be utilized and so school children, Indians, and whole families of unskilled and inexperienced people are found to be satisfactory. For picking pears, or apples, or peaches, to be prepared for shipment, only experienced, skilled help is profitable.

Spraying can be done with any good worker, but pruning demands men who understand the principles involved. Irrigating demands men who know how to apply water properly; it cannot be done to advantage by inexperienced hands. The poultry man wants help that understands poultry feeding, sanitation, breeding, and preparation of poultry products for marketing. This work consists of much detail and requires a man who not only can do the work but is quiet and gentle with the fowls. The sugar beet grower requires men able to do the hard, monotonous, back-breaking work of thinning the growing plants, and pulling and topping the mature crop to prepare it for shipment.

All this shows what a great variety of men is needed upon our ranches. California agriculture as it stands today represents the cosmopolitan effort of representatives of many nations, so many in fact that to list them would include almost all that have experienced much emigration—China, France, Germany, India, Italy, Japan, Mexico, Portugal, Russia, Sweden, and on around the globe.

Classes of Labor.—Three general classes of labor may be recognized upon California ranches, each occupying a special sphere.

First—Experienced unskilled men needed for the hard, tedious, back-breaking work which Americans cannot generally be obtained to do under prevailing wages and other conditions; e.g., asparagus cutting, onion work, sugar beet thinning and topping, hoeing beans, digging potatoes, and cotton and cantaloupe picking. Japanese, Mexicans, Filipinos, Porto Ricans, Chinese, and Hindus are mostly used with varying degrees of success for these operations.

Second—Experienced skilled men able to do ranch work without special direction, such as milking, handling teams, running machinery (i.e., mowers, binders, harvesters, tractors, engines), range riding, heavy work like bucking sacks and stacking hay, and special work as pruning and spraying trees, building fences, and picking certain fruits requiring judgment.

Third—Unskilled inexperienced people suited to some of the more simple operations such as picking up prunes and walnuts, hoeing weeds, cultivating growing crops, and picking certain fruits requiring little or no judgment.

Transient Labor Needed.—In the foregoing paragraphs reference is made to certain peculiar seasonal labor needs of California agriculture. Some of these typical labor seasons are shown more clearly in the following table:

Industry	Locality	Greatest period of needs
Grain planting	Central California	Dec.-Jan.
Grain harvest	Central California	June 15 to Aug. 15
Cutting asparagus	Stockton delta	May 15 to July 1
Cantaloupe harvest	Imperial Valley	May and June
Sugar beet thinning	Southern California	Feb. and March
Sugar beet harvest	Southern California	Aug. and Sept.
Sugar beet thinning	Northern California	March and April
Sugar beet harvest	Northern California	September
Cotton chopping	Imperial Valley	May
Cotton picking	Imperial Valley	Nov. and Dec.
Egyptian corn harvest	San Joaquin and Sacramento Valleys	September
Alfalfa hay harvest	San Joaquin and Sacramento Valleys	April to Sept. inc.
Pruning fruit trees (deciduous)		Jan. and Feb.
Harvesting fruit crops (deciduous)		Aug. and Sept.

To meet "peak loads," economic conditions have developed a well recognized floating population, mobile enough to move from section to section as crop demands require. Whether the presence of these people is good or bad, socially, is not for this report to discuss; the emergency pressure for food, feed, and fiber means that existing conditions must be met as they are.

The following table shows something of the variable need. This need cannot be accurately predicted in advance, because no one can foretell the influence of drought, rain, or hot or cold weather, advancing or retarding the period available for harvest.

Industry	Acreage	Number men required	Length of season in normal year, for given field
Hops (Sonoma County)	100	200-300	3-4 weeks
Asparagus	100	20-30	6-8 weeks
Sugar beet thinning	100	20-30	2-3 weeks
Sugar beet harvest	100	10-20	3-4 weeks
Picking up prunes (3 pickings)	100	7-10	4-6 weeks
Picking pears	100	30-100	2-3 weeks
Picking raisins	100	8-20	3-4 weeks
Cutting Egyptian corn	100	7-12	2-4 weeks
Picking cotton	100	10-15	2-3 months
Digging potatoes	100	6-35	3-8 weeks

The Present Greatest Need.—Of the various classes of help required to produce California's crops the greatest need is for a body of experienced laborers able to do hard, manual, unskilled work under prevailing working conditions. This is the kind of labor now in demand by railroads and other industrial enterprises. To supply this serious lack means that California under conditions of today, needs a class of labor which can take care of itself with the housing facilities that farmers may reasonably be expected to provide, labor that will be

available when wanted and able to withdraw to other industries or to take care of itself when not needed in ranch work. The investigations point against enticing white labor from other states for this work.

Another factor in the farm labor situation is the difference in attractiveness of different sections. The delta lands of the San Joaquin and Sacramento rivers are very dusty when dry, and white men will only do manual labor there as a last resort. Even if living accommodations were ideal, which in many cases they are not, the working conditions are such that white men will work there only as teamsters, tractor drivers, or machinery men. The July and August heat of the Imperial Valley is so great that a white man cannot do a full day's work there. It should be added, however, that from November to March, inclusive, the reverse generally holds true, and floating labor tends to gravitate toward the valley for these months. In the wheat fields, at the head of the San Joaquin Valley during harvest, and in the alfalfa fields, and at scraper work throughout the San Joaquin and Sacramento valleys, transient labor finds this work very trying during July and August and will not consider it unless badly pressed for money. This limits the amount of labor available for these districts; and when a shortage occurs in any part of the agricultural field, the drain of such labor as can be used from these sections begins as soon as the wage scale is adjusted elsewhere to offset higher wages paid in the less attractive communities.

It must be borne in mind that even within a given group all men are not equally capable. A great variation exists among Mexicans and Hindus, some variation among Japanese, and the greatest among the floating white labor. In fact, among the latter are many who may correctly be classed as "unemployables"—mentally defective and wrecked physically. Many of these men are literally incapable of doing a reasonable day's work on any farm. It is these that largely make up the crowds hanging around poolrooms, saloons, and employment agencies, at least during times when help is scarce, as has been the case during the last season. This condition often leads to the belief that there is plenty of help. Experience in such instances has frequently proved, however, that only a small percentage of the men care to consider a farm job, many of them hanging around for something calling for two or three hours and paying 50 cents or \$1.00, and that only a fraction of those who will consider farm work can be used to any advantage.

It is the growing conviction of the authors that the American farms are conducted best when labor-saving machinery is applied to

a variety of work. Hand labor does not appeal to a nation of strongly marked mechanical genius, and the monotony of often repeated routine operations does not commend itself to Americans. California has much of this kind of work, which is difficult of accomplishment without constant replenishment of the labor supply from sources which produce men able to do it. Obviously, therefore, one of the future methods of meeting the labor needs is a greater use of animal or gasoline power.

Work such as picking up prunes or walnuts, hoeing weeds, or picking berries and hops, is so simple that it can be done by school children or inexperienced city dwellers. The total work of this character is relatively small, hence no insurmountable difficulty is experienced in getting enough help to do it if the business is so organized that a reasonable daily wage is possible and suitable living conditions are provided.

FARM LABOR FOR 1918

To obtain farm labor for the coming 1918 season every effort should first be made to utilize to the best advantage all available home supplies. This may mean more attention on the part of farmers to the essentials of wages, housing, food, hours, and supervision. Or it may require the closing of the saloon, anti-vagrancy laws, or some similar course of action.

The completion of cantonment, the curtailment of highway construction, the possibility of a dry year, replacement of crops of high labor requirements for those of low demands, and shutting down of development work, will each have its influence on the labor supply. Even at that, it is evident that the farmer must have additional help of a kind able and willing to do the work required.

Much can be done to relieve the shortage if immediate action is taken to render the present supply more available or efficient. If, however, through failure to take such action or if, no matter how carefully manipulated, the supply bids fair to be insufficient, then additions must be made through importation from outside sources sufficient to insure the need of all farmers.

Farmers' Recommendations.—From a score or more of different recommendations made by farmers to relieve, or at least assist, the labor situation during the 1918 season, the following half dozen are preëminently foremost and are given in order of greatest insistence:

Import labor, most suggestions being in favor (1st) of Chinese or Orientals, (2nd) Mexicans.

Close saloons—a close second to importation of labor.

Practice more liberal exemptions of farm labor from military draft.

Develop potential supplies of home labor, i.e., children, women, city dwellers.

Bring about better distribution and utilization of present labor supplies.

Promote anti-vagrancy laws.

Conscript labor.

The Farmer's Responsibility.—During the past season there has been much discussion of the five fundamental requirements of farm laborers, i.e., wages, housing, food, hours, and supervision. Statements have been repeatedly made that if farmers would pay living wages or provide decent living or proper board they would have no trouble in getting men. There are grounds for complaint concerning treatment of men, but a sweeping statement is a misstatement of fact. That there is room for a clearer sense of individual responsibility on the part of the farmer towards labor, is apparently offset by the need for a feeling of responsibility towards his work on the part of the laborer.

Wages.—Farmers have been obliged to advance their wage scales in most instances to meet those in force in other industries which draw upon the same reservoir of labor. Our investigations tend fully to defend the farmer against any unqualified criticism that he does not pay wages commensurate with the demands of the labor market. Actual comparison of wages for definite months of 1917 over comparable periods of 1916 indicate a wage advance of close to 40 per cent.

Since farm work and farm living appears to be unable to compete with other industries using types of labor in common, it is suggested that the farmer may find himself obliged to reorganize his business so that even higher wages can be offered to draw men to ranch work.

Hours.—Our investigations point to the fact that the average ranch day—ten hours—is neither too short nor too long for the variety and kind of field work to be done on the ranch. No evidence of research has been unearthed to show what is the ideal length of day for the greatest efficiency, but with the kind of labor available accustomed to a given pace it is concluded that no suggestion need be offered looking to a change in the average present ranch day. While general practice indicates the ten hour day as a limit, it cannot be so absolutely since the very nature of the work, together with seasonal

changes which necessitate a great rush during certain periods (e.g., premature maturing of fruit due to continued spells of hot weather), will not permit rigid regulations.

If there are plenty of men in the fruit business it is possible for them to put in a ten hour day, and if they are few in number long hours must be the rule to insure getting in as large a proportion of the crop as possible.

Housing.—Investigations by two inspectors kept constantly at work for the Commission of Immigration and Housing, and independent inquiry on our part show that in many cases the housing of farm hands is inadequate. This inadequacy is well known to all those acquainted with western ranch life and is vigorously commented upon at Farm Bureau and other meetings of California farmers.

It should be recognized, however, that it is not always possible for the small employer to keep pace with the large employer in providing proper quarters. Fluctuating need of men, combined with the short period when bunk and cook houses are in use on many farms, explain why satisfactory living conditions, readily provided where labor is employed a large part of the year, are not feasible when a large army of help is needed for but a few days. Yet an improvement under these circumstances has been proved possible through the coöperative maintenance of a central camp by several neighboring farmers.

Difficulty in holding men not used to the ordinary living conditions on the average California ranch will be partly overcome by a recognition of the practical and pressing necessity of providing proper living conditions. Quarters provided for peon, coolie, or Oriental labor are generally not suitable for men demanding American standards of living. This fact is especially worthy of attention in the present scarcity of labor, should it become necessary and advisable to utilize men from cities or towns who, used to sanitary conveniences, some privacy, and reasonable facilities for recreation during hours off duty, will not submit to herding in common quarters.

The present housing and sanitary conditions are the result in many instances of the kind of labor to be housed. Migratory labor has in the past been careless and even downright unappreciative of attempts to provide more livable surroundings. Yet, if a better class of labor is to be attracted to many districts, more attention to good housing is imperative. A farmer must exert himself to differentiate between classes of labor and provide conditions which will attract and hold the class wanted.

It should be borne in mind, though, that improvement of quarters does not to any extent augment the available supply of labor. It merely aids the individual making the improvement in obtaining and holding help in competition with other employers similarly situated. Neither will it entirely eliminate the trouble of holding men under difficult conditions of dust, heat, isolation, or unattractive work.

Better housing does not, as a rule, necessitate extensive or expensive alterations. Satisfactory structures can be erected for a very reasonable sum, and this expenditure is usually well worth while, especially with help ready to respond to good accommodations.

Board.—Probably second only to the wage question is the laborer's interest in the variety, quality, and quantity of food. A higher than normal wage scale with poor food is less insurance against labor shortage than a normal wage scale with good board. The construction and lumber camps are apparently, in general, providing better board than are many farmers. The cost of boarding men in 1917 increased from $33\frac{1}{3}$ to 100 per cent over costs of 1916. This constitutes an actual increase in the wage scale.

Supervision.—More attention to the selection of foremen properly qualified to handle men is worth considering on some ranches. Where the farmer does his own superintending of the men, in some cases, a study of the proper means to employ will lessen the difficulty of keeping men. This is a hard matter to define, but the investigations have shown enough examples of lack of ability or tact to warrant at least a hint along this line.

Selecting Crops of Low Labor Requirements.—An important possibility in connection with the better utilization of available help is the selection of annual crops of relatively low labor requirements, such as wheat, barley, non-sacharine sorghums in place of such crops as cantaloupes, tomatoes, peas, and sweet potatoes, wherever soil, climate, water, market, finance, and farming ability will permit.

The Liquor Question.—There is a marked and growing resentment on the part of farmers against the saloon. To them the saloon means periodical debauches, restlessness, reduced efficiency, curtailment of the working period, and incitement to crime. That the state-wide elimination of the saloon in its present way of doing business would increase the efficiency and availability of farm hands in general is, in the farmer's opinion quite incontestable.

The recent decision of Los Angeles to dispense with her saloons on March 31, 1918, and of Fresno and San Jose to become dry offer some opportunity to prove whether the labor supply of their vicinities will become more available or more efficient. Other communities will soon

be watching these important centers with keen interest from this point of view. As a general thing only a state-wide movement appeals to farmers, as many believe that dry districts are at a disadvantage.

It may be added in this connection, that use of light wines or beers does not fall under condemnation by the majority of farmers, the strong drinks—whisky, rum, gin, brandy—being the real offenders. It has been contended, however, that the saloon as a place of conviviality would have the same bad effect upon its habitués even if restricted to the lighter drinks.

An inquiry into whether or not anything could be added to the diet of the men to offset the stimulation of liquor resulted in conflicting opinions. Certain authorities believe that the plentiful use of sugars, lemon juice, peppermint, possibly fats, and similar foods would offset the desire for alcohol. Others contend that nothing will take the place of alcohol, that it is not taken for food or to supply any real or fancied need, but is drunk solely for the “kick” it contains. Men holding the latter view see no remedy in a changed dietary.

Something can be done by the farmers themselves in seeing to it (1st) that the men are properly nourished with wholesome food, properly prepared and in reasonable variety, and (2nd) that some attention is paid to the comfort of the men when off duty. We have received altogether too many complaints from workers that no reading matter was obtainable, that if available no decent light was provided, that quarters did not permit even reasonable privacy. It is not necessary to go into details. Each man knows just how far the quarters and facilities he provides will go to offset the desire for the relaxation and sociability now provided by poolrooms, saloons, and cheap boarding houses.

Conscription of Labor.—No farmer can afford to trust valuable stock or the future of his crops to labor whose interest is subject to no greater influence than conscription. The results with conscripted labor may be well compared with the unsuccessful results obtained with labor sentenced to farm work, examples of which occurred in California during the past season.

Conscripted labor will presumably not be trained or experienced, and the amount of work that unskilled labor can do is fairly well taken care of now.

Farmers point out that while soldiers may be satisfactorily conscripted, farmers must be raised. Farmers are considered a result of long development, soldiers of rapid training.

Conscription of labor is not to be confused with anti-loafing laws.

Anti-Loafing or Vagrancy Laws.—It is not probable that any great difficulty would be encountered in obtaining legislation along the lines of that accomplished by Maryland, West Virginia, and Wisconsin.

Before advocating actual passing of anti-loafing laws it would be well to see what happens to Maryland and Wisconsin during the slack winter season. The eastern types of agriculture are radically different from those of California. This may mean that with the periods of demand and the kind of help secured, the operation of these laws under eastern conditions may not be entirely directly applicable to California.

There seems to be serious question as to the constitutionality of anti-loafing laws. The moral effect of such legislation amounts to a good deal, however.

Vagrancy laws are generally now on local statute books, but vary in scope and execution. In the opinion of many, proper standardization and uniform enforcement of these existing statutes will go far to meet any need of anti-vagrancy legislation.

Recruiting Labor from Closing Work.—To insure better utilization of available labor and to assist in eliminating lost motion between employer and employee, communities should stand ready to send a man into sections about to discharge large amounts of labor, actually to recruit hands for the next need. For instance, Imperial Valley stood ready and willing to take over the hundreds of grape pickers released at the end of the Fresno raisin harvest this year, but due to lack of organization failed to obtain them before they had scattered. It seems worth while to see what can be done, using every available facility, to hold such labor together, provide as cheap transportation as possible, and deflect it to other communities whenever work in one section is completed.

Mobilizing Boys and Women.—Mobilization of boys from 16 to 21 into a Working Reserve will probably be tried out next year. Given a few weeks' training, handled in groups under proper leadership, and used for the kind of work they can do, these units offer possibilities. The plan is at least well worth a fair and thorough trial.

Following the same general plan as the Boys' Working Reserve, arrangements are being perfected to mobilize women for such work as they can do. The preliminary organization work is being handled by Mrs. Sidney Joseph of Berkeley for the Industrial Welfare Commission of California.

That considerable labor can be obtained through the efforts of school authorities, Y. M. C. A.'s, Boy Scout Masters, and certain

religious, charitable and social organizations, has been proved by the results of the past year. Taken all together, this labor is not to be ignored, with the caution, of course, that the work it can do represents but a minor part of the total work needed in California crop production.

To those inclined to under-rate this labor, we refer to the numerous camps put out by the Y. M. C. A., Boy Scouts, and high schools—many of whom did most excellent work—and to the fact that within two weeks of the closing of school a supply of over 2000 boys reported to us as available, was entirely absorbed just before school closed.

Closing of Schools.—If farmers will indicate the period of greatest labor need in their particular communities something can be done to close schools to provide emergency labor. During the past season, cooperation between school authorities and farmers for delaying the opening of schools has been quickly, easily and satisfactorily accomplished, indicating the possibility of more extensive use of this source of labor if farmers will press their claims.

Use of State Institutions.—To help relieve the shortage of milkers it is recommended that state institutions, particularly the prisons where dairy herds are maintained, bend every effort to break in men to be capable milkers. This could apply particularly to men subject to parole, taking into account the character of the offense for which they were committed as possibly making them undesirable for farmers' use.

This work might also be extended to include help for poultry yards, hogs, truck garden plants, and other farm activities represented at the institutions.

Training by Commercial Firms and Agricultural Schools.—Due to shortage of milkers, more can be done by those having facilities for training men in the proper handling of milking machines, such as agricultural schools and commercial firms, to turn out as many well equipped men for handling these outfits as men are available for training.

Better Distribution of Labor.—The past season has clearly demonstrated the need of better mobilization of unemployed labor and speedier distribution to points of need. Success has been obtained in several states with state conducted employment offices to register men and jobs and to clear between different sections. Attempts by this office during the past season to bring about better utilization of available help through the efforts of nineteen Farm Advisors and several additional County Farm Labor Agents appointed by the County Councils of Defense to bring employer and employee together within each

respective county proved the feasibility of this plan, but also indicated the need of a larger and freer organization, because, already over-worked, superimposing of duties in connection with labor matters meant more than the Farm Advisors could successfully accomplish.

The logical method consists in extending or reorganizing the scope of the present Public Employment Bureaus of California so that they may undertake comprehensive plans to deal properly with this aspect of the case. Experience elsewhere indicates that California already possesses the basis of organization which if sufficiently expanded, equipped, and organized, will be able to do effective work. Temporary offices in localities of special periodical needs can form a part of the plan and be considered in any proposed reorganization.

SOME EXPERIENCES OF THE PAST YEAR

In a review of the work of this office there are several matters which may be of interest, not only as a record of past events but as bearing upon utilization of present help during future seasons; such, for instance, as the use of high school boys, advertising for help, degree of benefit derived from supplying of better housing, and the effect of the military draft.

Advertising for Help.—There are several instances from the experience of the past season which indicate the possibility of getting considerable help from local sources when farmers combine for concentrated action to meet their labor needs. Fresno's ability to draw to her section enough labor to handle her fruit crops, the test made of Los Angeles by the California Fruit Growers' Association, Santa Rosa's efforts to obtain hop pickers, Blythe's campaign for cotton pickers, Sebastopol's advertising for berry pickers, Ukiah's call for people for their bean cannery, and the results of efforts of an Oakland women's club organization to secure cannery help, provide good evidences of what can be done.

However, if people are to be continually drawn in this way, they must be assured either of a "profitable vacation" or else an adequate working wage, together with proper living conditions. Drawing people to a locality before work is available or failure to provide a decent environment will react against a community as much as attempts to get people into work not capable of paying a living wage.

Exemption from the Military Draft.—The replacement of drafted men, if replacement is at all possible, must be a matter of time, and certainly presents a condition which cannot be remedied for the 1918

crops. Replacement is difficult because men for ranch work require not only a good physique but a proper mental attitude toward the work—items requiring time and experience to develop, especially if city-bred material is used.

The effect of the military draft was not seriously felt in 1917, on account of its late occurrence, although a few instances are reported of damage sustained because of its operation. Considerable apprehension is expressed as to its effect on the coming season.

The biggest sufferers are the large employers, especially those using skilled labor—farm mechanics, tractor-men, implement tenders, harvest crews, and hay baling crews—and the family operated farm whose main reliance is placed upon members of draft age.

The feeling is strongly presented that the best men are the ones taken, leaving only the less fit and the less competent.

IMPORTATION OF LABOR

Japanese and Hindus.—Such evidences as we have been able to gather lead to the belief that existing prosperous conditions in Japan and the present policy of the Indian government put these countries beyond reach as sources of farm labor.

Mexico, Hawaiian Islands, Philippine Islands and Porto Rico.—Investigations into Mexican, Hawaiian, Porto Rican and Philippine Island labor conditions indicate that both the Hawaiian and Philippine Islands are closed to us as having any extensive possibilities. For all practical purposes they may be ignored.

This leaves Mexico and Porto Rico of this group as the only alternatives, with special emphasis on Mexico as the logical source for California.

The present ruling covering importation of Mexicans from the United States Department of Labor, Office of the Secretary, order of May 23rd, 1917, permits importation of Mexicans with suspension of clauses covering head tax, literacy tests and contract of labor. Mexicans must furnish two unmounted photographs, and fill out identification card, original to be retained by laborer, and duplicate to be filed in the United States Immigration files.

Mexicans brought in under present suspension of rules must remain in agricultural work, or be arrested and deported.

Chances of Getting Mexicans.—Correspondence is now being conducted with the Mexican Government through their San Francisco Consul to obtain information of available Mexican labor supplies and

ways and means of obtaining them. While the outcome cannot be predicted with absolute certainty, it now appears that a large number of Mexicans can be obtained and under reasonable arrangements so far as the Mexican authorities are concerned.

Chances of Getting Porto Ricans.—California's experience with Porto Ricans indicates that they can be fairly profitably employed in many kinds of manual labor. They are not valuable with horses or around stock, but for hand work the few we have in the state have mostly proved themselves reasonably capable help.

While there is some danger of their becoming public charges, if work enough can be assured of a nature such as they can do, Porto Ricans are worth some consideration. Just how far California will care to go in tapping this source remains to be seen. The U. S. Department of Agriculture is authority for the statement that a large supply of labor can be obtained from there and that the War Department can be counted upon to furnish transportation to New Orleans. As these people are not subject to immigration laws and may move freely from their country to any point in the United States, some of the obstacles attached to other labor are removed. On the other hand, care in selecting workers must be exercised, as there is a blending of negro, Spanish and Indian blood among these people, certain strains of which make for a better class of workers than do other strains. Moreover, considerable time, three or four months, must elapse before they can be landed.

Porto Rico is not a hopeful source of supply, but it is worthy of trial.

Chinese.—To bring about importation of Chinese involves the procuring of transportation, assurances that the imported men will be returned at the expiration of a prescribed time limit, overcoming of difficulties as to the unconstitutionality of bringing in labor under peonage conditions, revising certain treaties, and winning the support of present opponents, as for instance, officials of organized labor and of the public welfare.

Among farmers who are acquainted with the capacity of Chinese to do the kind of farm work most in need of relief, there is a remarkable unanimity of opinion as to the desirableness of this class of labor. If the conditions outlined above could be satisfactorily met so that Chinese are obtainable, there is little doubt that they would prove a valuable factor in crop production.

Chances of Getting Chinese.—That almost any number of Chinese can be obtained, if the way is made clear for their admission, is apparently the consensus of opinion from well-informed sources. Details are given in Part II and there is no need for repetition here.

Other Sources of Supply.—Other sources of labor have been investigated and one or two are still under discussion, but for immediate practical results Mexico is apparently the logical source at the present time.

Importation of Labor by Railroads.—Before national immigration laws, effective last spring, practically closed Mexico as a source of labor supply, the importation of Mexicans for railroad construction work had a material effect upon the farmers' labor supply. Picking men up along the border and bringing them to southern California, the effect of the railroads' work was materially to raise the level of the labor reservoir. From the railroad camps the men would be drawn to the ranches, whenever press of work made their employment desirable. By tolerating loss of men in this way, the railroads occupied a very important place in providing labor, recognizing that the "borrowing" of these men by the farmers would mean an increased freight business for the railroads themselves.

One of the easiest ways to begin to relieve the farm labor shortage necessitates nothing more than a return to the conditions which will permit the railroads to import all the Mexicans they can use by removing, *during the period of the war*, all restrictions upon importation of Mexicans or their employment by railroads, and to encourage resumption of importation on an extensive scale at the earliest opportunity.

It is particularly important that importation of labor be in charge of some organization able to meet all needs, since anyone who attempts to import labor will soon find he must bring in enough to supply the needs of all sections. One section draws upon the labor supply of a neighboring section, a practice which if continued long enough, means that the importer continues to furnish labor at the source to pass through the various ramifications of labor needs until an equilibrium is established.

Labor Under Prescribed Restrictions.—While the simplest way is the way just outlined above, i.e., to restore conditions by which the railways reassume the burden of bringing in laborers, it is well to point out that opposition to this plan may have to be met, and it therefore seems wise to have an alternate plan in case the preceding method does not prove workable.

In importing Mexicans the past season, under agreement with the United States Department of Labor, the six sugar beet companies of southern California were held morally responsible for the proper care of the laborers and their return to Mexico at the expiration of the time limits allowed. Since it is possible that importation of labor can be

obtained only under some similar method, the following plan is offered as a working basis to insure quick action and sure results as soon as the need for labor can be foretold with reasonable accuracy.

When labor is to be brought in, under controlled conditions, charge of the men should be vested in a state or federal official, as for instance, the superintendent of either the Public Employment Bureaus of the State of California or the Federal Employment Service of the United States Department of Labor. All imported labor should be registered with the superintendent and be checked up from time to time by a representative of his office. Responsibility for seeing that imported men stay with the work then rests with the state and not with the individual farmer. This is enlarged upon somewhat a few paragraphs below.

In planning for importation of labor it is only fair to insist that those needing this help take the responsibility, both morally and legally, of assuring employment to the imported men. With definite promises of work it will be possible to determine actual needs and then to bring in only enough men to meet these needs.

In most cases, because of the short periodical needs for men in the specialized industries, with which California agriculture is mostly concerned, cooperation will be necessary between different sections and perhaps between different industries. This means that if the Delta farmers can use and will agree to use so many men for so long, then the raisin industry or the sugar beet industry or cotton picking can perhaps be relied upon to take these men at other periods, thus insuring them reasonably steady employment. For periods when agriculture does not need the men attempts should be made to get the lumber and wood camps, and railroad or road maintenance and construction to take care of them.

Housing conditions should be provided in accordance with regulations of the State Commission of Immigration and Housing, proper consideration being given to the climatic conditions of the locality and the degree of responsiveness of this labor to decent surroundings.

Since the wage scale and hours of work are usually subjects of contention, a wage schedule equivalent to the prevailing wage for unskilled labor must be a part of any programme in importing labor. To determine what these schedules shall be can perhaps best be handled by a committee clothed with authority to act. This committee should be representative of the different interests involved. It should include representation from the farmers, the workers, to be represented by consuls or labor union officials, the state (i.e., Commission of Immigration and Housing, State Council of Defense, Bureau of Statistics,

United States Department of Labor), and the business interests (i.e., railroads, bankers, lumbermen, manufacturers based on agriculture, such as sugar mills). This committee should be required to meet at stated intervals, and, from statistics of present supply and demand for labor, set the price to be paid for the ensuing definite period. In considering what is a fair wage scale the board should bear in mind that the usual newly imported classes of labor are unable to deliver a full day's work until some time after their arrival. A graduated scale may therefore be necessary in making up wage schedules. In southern California, for instance, Mexicans in railroad work receive about fifty cents a day less than other ordinary labor, because it is found that the incoming labor is so much less capable that the average daily output is reduced to this extent.

The board may also be empowered to pass upon farmers' requests for labor. On receipt of a definite request to consider importation of labor under controlled conditions the board should be required to review, with any body of farmers, all details and with them to formulate a basis for procedure. The board would endeavor to find additional work for the people to be imported, to insure reasonably steady employment; and to attempt to secure railroad co-operation in connection with the cost of importation.

Obviously importation of labor under the foregoing plan is of first importance only to the large employer of labor or to farmers operating concertedly. But if these men and organizations can be supplied in a wholesale way, relief for the employer of but a few men will be forthcoming automatically.

Cost of Importation.—The experiences of 1917 indicate that the actual expenses of bringing in labor runs to a high figure, even when the source of supply is as close as Mexico. For this reason the railroads should be considered a partner in any importation work, with the special function of undertaking, so far as is fair and reasonable to them, the collection and importation of the desired laborers.

Government Importation.—So many difficulties beset the work of private importation that once the need of outside labor is definitely determined, importation of it under federal jurisdiction is almost a practical necessity, even under prescribed restrictions, except it be done by the railroads as already indicated. If, for example, 20,000 men are needed to insure California crop production, the responsibility for getting the men may rightly be vested in federal authority. This authority would provide concentration camps, guarantee wages, assure reasonably steady employment, assign the jobs, set the wage scale,

determine the size of units to be sent out, provide group foremen and interpreters, supply transportation from place to place as crop needs demand, be responsible for proper housing, protect the farmer from unfair desertions, and keep constant track of all the men involved. Farmers or others wanting this labor would deal directly with this governmental agency, not with the men themselves.

It is believed, moreover, that these suggestions can be carried out without any taint of peonage or other character repugnant to our laws and customs. Non-fulfilment of contract should merely mean deportation to the laborer's own borders.

Employee's Point of View.—Considerable evidence has been collected to throw light upon the employee's point of view. From the material gathered thus far it appears that there are cases where labor has been mistreated, ranging in degree all the way from light mistreatment to that of the grossest sort.

Sooner or later everyone who delves into the farm labor problem finds himself face to face with the question: "What is the underlying cause of the present unrest among the men?" Evidences that unrest is generally prevalent can be noted on every hand. The need of solving the problem is important for several reasons. Granted that these discontented ones are "marginal men," there are altogether too many of them for the good of the community. In other words, their problem is one in which society must interest itself. With present lack of men every means must be taken to remove the cause of the restlessness and thereby enhance efficiency. The liquor curse, the pool hangouts, the quick shift from job to job, are only symptoms. Is this unrest due to half-education, to earlier sorrow, to a craving for adventure, to a loss of ideals, to a feeling that capital is arraigned against labor, to sensitiveness continually touched by neglect, until, the individual loses his grip, to a lack of an outlook, of an ideal, or too much prosperity?

Both farmer and worker will be the gainer when the reason or reasons are made clear, assuming that there is a common answer. Enlightenment should come from the men themselves—not from the employers.

Upon the answer to this question depends whether or not better housing, food, hours, wages, etc., are of primary or only of secondary importance. It is possible that when the real cause or causes of unrest are discovered, these items will assume such a small place that they may be ignored as not a general panacea for present labor shortages.

PART II

STUDIES IN DETAIL

In April, 1917, the office of State Farm Labor Agent was created to direct the farm labor activities of the University of California, College of Agriculture and of the Committee on Resources and Food Supplies of the State Council of Defense. June 1st, the United States Department of Agriculture vested its work in this state in the same office, thus making the efforts of one man and his associates responsible for the three interests.

Personnel.—S. B. Freeborn of the College of Agriculture faculty, was obliged, after three months' service, to sever his connections with the office.

Beginning August 20th, Professor M. B. Pratt of the University of California has been able to give one-half his time, chiefly in the field, to the work of the office.

A. J. Nielsen spent three months during the summer, as student assistant, closing investigational work.

Organization.—From time to time other members of the University of California College of Agriculture staff have been assigned to assist in the work, and some student labor has also been utilized. On an average two of the staff have been kept constantly occupied, and one student about half of the time. These, with a stenographer, have constituted the working force of the central office.

To handle local labor matters directly, arrangements were early completed for the appointment, by each County Council of Defense, of a County Farm Labor Agent; this agent to be the Farm Adviser in every county having such an officer. Many agencies have assisted in the work of this office, among which the California Commission on Immigration and Housing and the California Public Employment Bureaus deserve special mention.

The state office, with respect to county needs, acted primarily as a clearing house. This plan, furthermore, called upon County Farm Labor Agents to appoint such district agents as seemed necessary, whose requirements should be met by the County Agent. These were the lines proposed by the United States Department of Agriculture for organizing the state comprehensively in order to meet, if possible, all emergencies arising from farm labor needs.

Briefly summed up, the duties of the local farm labor agents and County Farm Labor Agents were indicated to be as follows:

(A) LOCAL AGENTS:

- 1st—To act as a labor bureau for his territory.
- 2d—To be within telephone call at certain specified hours each day, e.g., 12 to 1 and 6 to 7 P.M.
- 3d—Keep a list of all applications for work (as per form No. 1 shown in pamphlet, "The Farm Labor Situation in California").
- 4th—Keep a list of all requests for farm help (as per form No. 2, shown in pamphlet, "The Farm Labor Situation in California").

- 5th—Endeavor to supply the farmers from his available lists, and by canvassing so far as he is able the local supply for additional help.
- 6th—If unable to supply local needs directly the local agent is to report to the County Agent for workers.
- 7th—Render a weekly report to the County Farm Labor Agent on form No. 3.

(B) COUNTY AGENTS:

- 1st—To act as a labor bureau for his county.
- 2d—To be within telephone call at certain specified hours each day, e.g., 8 to 12 and 2 to 5 P.M.
- 3d—Keep a list of all applications for work coming to his office directly (using form No. 1, shown in pamphlet, "The Farm Labor Situation in California").
- 4th—Keep a list of all requests for farm help (using form No. 2, shown in pamphlet, "The Farm Labor Situation in California").
- 5th—Endeavor to supply the farmers from his available lists, and by canvassing so far as he is able the local supply for additional help.
- 6th—To make every attempt to utilize elsewhere in the county surplus supply of labor reported by the local farm labor agents.
- 7th—Try to meet from other county resources requests for additional farm help coming from local farm labor agents.
- 8th—Render a weekly report to the State Farm Labor Agent on form No. 4.

SEARCH FOR ADDITIONAL LOCAL SOURCES OF LABOR

Efforts to find potential supplies of labor in California resulted as shown below.

State Prisons.—At a conference with Warden J. A. Johnston of San Quentin the policy of the state for the utilization of men under sentence was determined to be as follows: Only paroled men are available for private concerns, singly or in groups of not more than three or four; permanence of the job essential; men must make a report weekly to Parole Officer, otherwise are exactly like free citizens; employer expected to sign statement regarding wages and conditions and indicating his readiness to notify the officer if the employee is in danger of "slipping."

Warden Johnston is very anxious to place San Quentin prisoners on the farm. Men are never released to work for a private concern under guard. In every case it is the idea to get the men away from the prison atmosphere, and to avoid exploitation. Wages, housing conditions, etc., are contracted for exactly as with free labor, the prisoner accepting or declining the offer, as he sees fit.

The most important limitation on the other side is the small number of farmers who will knowingly employ paroled prisoners. Transportation expenses are generally forwarded by the employer who in some cases demands that the prisoner refund this from his first check.

The normal output of paroled men is from forty to fifty per month, but if the demand for labor exceeds the normal, it may be possible to let out a larger number, as availability of work is a controlling factor with the Parole Board.

Folsom is governed by the same rules, and about half as many paroled men are available.

Dependents, convicts not subject to parole, mental defectives, and other such people can be utilized to good advantage only if worked in groups under direction of those capable of handling them. Men of this class cannot be scattered individually throughout various farms, because the average farmer cannot closely supervise their work or prevent their escape, nor does he care to trust them with valuable stock or implements.

The regulations as outlined above definitely restrict personal use of this sort of labor.

Highway Work.—Highway work in California is prosecuted most actively during the months when the farmer is in sharp need of teamsters. Inquiry into the possibility of curtailment by the Highway Commission, last summer, resulted as follows:

No men or teams were available for release from maintenance and repair work, and no contractor could be expected to release any men or stock from units now under construction, for the following reasons:

1. Constant pressure from Washington to hasten building and keep up with repairs, in view of possible military contingencies.

2. Necessity of continuing all highway work in interest of the farmer himself and of the community—i.e., of giving best possible opportunity of moving his crops rapidly, safely, and cheaply.

Later advices indicate, however, that highway work must be materially reduced because of a railroad embargo on gravel, cement, and other such material. This should increase perceptibly the supply either of work stock, or of teamsters and other able-bodied laborers.

Men from Alaska.—About 4500 men employed on the Alaskan Coast in fisheries and canneries come down every year to San Francisco. They begin to move in about the middle of September and are all back within a month or six weeks. The Mexicans and Filipinos, numbering perhaps 1000, appear to drift rapidly into the beet fields. Many of the other men are not available for several weeks, or until their earnings are gone. Nothing could be done this season to increase the number or efficiency of laborers from this source, although the supply offers possibilities if rightly handled.

Supplying Additional Labor.—The actual amount of additional help either the State or County Farm Labor Agents have been able to develop has been small. Something was accomplished in arranging for use of high school and Y. M. C. A. boys, in obtaining negroes for cotton picking from the vicinity of Los Angeles, and in a few other minor ways. Texas and Oklahoma families have been brought in by the Imperial Valley growers working through their County Farm Labor Agent.

The best work has been brought about, not by increasing the amount of help—although this is much to be desired—but in a better utilization of the help already available. Each county agent has to a large extent been able to act as a clearing house for his community and has in this way brought many employers and employees together. Together, the State and County Farm Labor Agents placed a total of 4615 workers.

Plans have been set going by this office for certain conferences this winter that should lead to a wider and more satisfactory utilization of available "marginal" labor during the coming crop season in case of need.

Reduced Transportation Rates.—Convinced that California agriculture suffers from lack of labor mobility—since the crops develop in more or less regular cycles, to harvest which successfully requires much traveling from place to place on the part of laborers, while many crops are so far removed from centers of labor supply as to make it impossible for men to pay their fares—the desirability of granting reduced rates to farm help has been urged upon the railroads.

It is hoped that something may yet be done to render paid transportation cheaper for the migratory worker, whether through reduced rates, or the introduction of second and even of third class coaches, or the wider development of auto-bus traffic.

Training School.—To bring about an increase in the number of trained farm hands, arrangements were made on September 11th with the University Farm at Davis to provide instruction for men desiring to learn how to milk, drive team, run Fresno scraper, irrigate, or do general farm work. Facilities are available for fifteen men who will live under regular ranch conditions.

Word passed to members of the College of Agriculture faculty, including the Farm Advisers, and to various individuals so situated that they could bring the matter to the attention of anyone interested, did not result in a single application. A state-wide publicity campaign was therefore inaugurated (October 18th), the net results of which to date are only sixteen requests for information and six applications. Two men have been sent to the farm thus far, one of whom immediately changed over to the Tractor Short Course then being given, while the other is at work.

In sending information to prospective applicants it is pointed out that:

"The course of training will cover sufficient time to harden men and develop sufficient skill to insure their successful employment upon ranches. The kind of work will be largely optional with each individual so far as conditions for giving instruction will permit. Applicants for this course will fill out Form F S No. 1.

"Applicants will pay their own transportation and provide their own blankets. They will then be given one week's trial to see how they take to the work and to test out their fitness. They may leave at the end of that time. If, however, the applicant gives reasonable promise of making a success of ranch work, and if he desires to continue the training, it is expected that the applicant will then agree to stay until he is ready to enter actively into agricultural work and will give reasonable assurance that he will take up the work. Board and lodging will be furnished free. No charge will be made for training, and no payment made for work done by applicant when training.

"Attempts will be made by the State Farm Labor Agent to place men to advantage, and the demand is usually such that all will be employed, although no definite promise can be made of employment. It may be pointed out that courses are offered only along lines where a real shortage of labor is already apparent."

Applicants are required to fill out a form as follows:

Form F. B. 1

APPLICATION FOR ADMISSION TO FARM LABOR PRACTICAL TRAINING SCHOOL
DAVIS, CALIFORNIA

Please consider me an applicant:

Name of applicant _____
Nationality _____
Mail address _____
Telephone _____
Previous training in agriculture? _____
Previous experience in agriculture? _____
Know anything about farming? _____
Reason for going to school? _____
Expect to enter active work? _____
Wages expected in active work? _____
Any dependents? _____
Your physical condition? _____
If tried for one week and considered satisfactory for additional training, will
you promise to stay till end of work if continued? _____
When can you start training? _____

Personal interviews follow the submission of an application and only men having outward evidences of being willing and able to develop successfully will be chosen.

INVESTIGATIONS INTO WAGES, HOUSING, HOURS, BOARD AND
SUPERVISION

Introduction.—So much adverse comment has come to us upon the failure of many California ranchers to provide a going wage, decent housing, proper board, reasonable working hours, and ability to handle men, that we have made most careful inquiries into the merits of these statements.

Twenty-six experiences were collected from university students who had worked on ranches under men other than relatives. These students were able to present clear-cut points of view, and in most instances presented their deductions without feeling or bias. The experiences are classified under: Treatment by foremen, work hours, food, and living quarters. A summary of the various experiences resulted in the following answers:

Treatment by foremen: Satisfactory, 21; fair, 3; poor, 2.
Working hours: Satisfactory, 23; too long, 3; too short, 0.
Food: satisfactory, 15; very good, 2; not satisfactory, 9.
Living quarters: Satisfactory, 8; very good, 5; unsatisfactory, 13.

Based on percentages satisfactory conditions were reported:

Treatment by foremen.....81%	Food 65%
Working hours 88%	Living quarters 50%

So far as these experiences are indicative they tend to eliminate the lack of ability of foremen to handle men and do not bear out the contention that the working hours are too long. They do, however, emphasize the fact that food and living quarters demand more consideration.

Extracts from the experiences referred to above may be of interest.

FOREMEN'S RELATIONSHIP TO MEN

(1) "When I first landed on the job the farmer walked about the place with me, talking incessantly and telling me he had changed the place from a desert to its present state. From that time on he never acted as friendly except on days when he had been 'in town.'"

"He generally set us to work on new jobs in the morning after breakfast. His directions were brief but usually very indefinite, so that we often worked quite a while without being sure that we were doing the work to suit him as for instance: 'You fellows can go to work on that ditch on the last forty. Take four mules with you. It's the old ditch running past the potato patch.' With that he was off with a bang, and seldom spoke of the work until we came in with the implements. He never tried to hurry us and even when the work was piling up he seemed to have all the time in the world."

(2) "The farmer was a fairly good man to work for. He generally acted about the same whether the work was progressing properly or not, but small things, often no one's fault, having no one to blame, would excite him, when he would curse everything in sight, guilty or not guilty. After he had cooled down he would feel cheap and side around to us as much as to ask our pardon. In this way he would lose our respect and cause us to lose interest in things. The Swiss people were less subject to hurt feelings or loss of interest than Americans."

(3) "In my opinion the men on the ranch were not handled very well and although we were all driven we didn't give as much as we would under a more congenial management. The way this foreman handled us sure showed that men can't be driven and I believe more could have been received from the men had he been a little more 'one of us' and not been such a 'slave driver.'"

(4) "The foreman was very severe and overbearing, but I ignored him, since all that I wanted was experience, and believe me, I got it. I was sent down well-pits, 100 feet in depth, in mud up to my waist, to examine leaks. On windy days I was sent to the tops of old windmills about 50 feet in height to dismantle the uppermost machinery. He never had a word of encouragement or a smile upon his countenance."

(5) "No one ever interfered with the men when they were at work. The work was never found fault with nor was the work ever commended. A man might work extra hard in order to finish a job up in a hurry or else take extra pains with the work. However, neither the foreman nor the superintendent would ever say a word about the work to anyone. The same applies to work done carefully as well as work done in a sloppy and careless manner. His orders were usually very short and indefinite. He would seem to take it for granted that the workman could read his mind and could tell exactly where and what was to be done from a very few indefinite orders."

(6) "The foreman was well educated, had seen a good deal of the world, and knew his business thoroughly. Gave the impression at the start that he was a dependable man who could use his brains and use them to the best advantage. He treated an applicant kindly and with interest, taking up first what the applicant had done in the past, the applicant's ideas on what he wanted to do now, and there explaining what the position was and what he, the foreman, expected of the applicant."

"After working under him for a while one had the same dependable feeling concerning him as at the first. He knew what he wished done and when it was to be done, and expected the man working under him to do the job. And it was usually done in the best way the man could do it."

WORK HOURS

(1) "We worked about ten hours a day from 6 A.M. to 11 A.M. and from 2 P.M. to 7 P.M. I think that these hours are about right for under those conditions (Imperial Valley), since they were short enough so that both the man and teams could keep it up daily without playing out and at the same time gave us a good rest during the heat of the day. One good thing about these working hours was that they were definite and when we were through we felt free to rest and not as though we should be doing some odd ends."

(2) "Working hours vary to the kind of work—some days were too long, but as all laborers will say none are too short."

"Example: I was milking a string and doing a good day's work picking apricots besides—hours too long."

"Example: I was in Modoc County, California, this summer; one average day's work was about ten hours—satisfactory."

"Example: The average day's work which I have done was about nine hours—all satisfactory."

(3) "Working hours were long. Feed and harness team between 5 and 6 in the morning, going to the field at 6:30 or 7, leaving the field at 12 for noon and starting back at 1, then leaving field at 6 and take care of team after reaching the barn. The distance to and from work made the day longer than hours as given indicate."

(4) "The working hours were on the average eight hours a day. If, however, there was anything extra to be done one was always willing to work extra hours. For it was only for necessary things which were extra and he was perfectly willing to do the job himself if the need arose. Men did not complain as a rule, though some thought the hours too long."

Food

(1) "The food was fairly satisfactory. There was practically no variety whatever in our diet and the food was often prepared by the unskilled hands of the farmer's children. However it was wholesome food and there was plenty of it so we didn't kick."

(2) "Some ranches and outfits lay on satisfactory grub and some rotten. Example: While working for a cattle man in Modoc County, California and Nevada, an instance of bad food occurred only at the home ranch where his stingy wife lived. Bad food and same kind of grub three times a day caused a greater discontent among laborers than anything else."

(3) "The food was very good with three square meals a day and we certainly needed them."

(4) "Foreman's wife did the cooking and we had plenty of good, plain, wholesome nourishing food, and it was served at regular hours."

(5) "The food was exceedingly plain and served only in moderate amounts and with very little variety."

(6) "The food was very inferior. The milk was skimmed, flavored mainly by the drowned flies contained therein. Steaks were his specialty. If they

were placed on the railroad track they would wreck the fastest train known. They were certainly first-class material for making saddles. Every time I think of Hing Loo I lose my appetite."

(7) "Food was at times very bad. There was always plenty but the cooking was often very bad. The cook would become very lazy at regular intervals and the food would be correspondingly bad. Every now and then the man in charge of the cookhouse would go after the cook and for a short time the meals would be good. However, as a rule, the food was very poorly cooked and at times not fit for hogs to eat."

(8) "Food was not very good, that is, not well cooked and was too small in quantity. If you sometimes came late to the table you might, many times, not get enough to eat."

(9) "The food was excellent. Nothing fancy, but plenty of good, wholesome food. And though sometimes it wasn't cooked enough or perhaps burned, accidents will happen and men of a laborer's class wouldn't notice it if the circumstance occurred only once in a while. There was always plenty of food for all and that is what counts."

(10) "While we boarded at the home ranch we had plenty to eat and the food was of good quality, but we later took a cookhouse and then our troubles commenced. We moved into a new section and camped at an old abandoned ranch. The water was very poor, as the well was full of sand and dirt. It was also very alkaline. We had a poor cook and half the time he didn't cook enough to eat. The cookhouse didn't have good screens and we had to beat the flies or we lost out on the food. In fact the State Camp Sanitation Inspector could have found several things to interest him if he had happened to visit us."

LIVING CONDITIONS

(1) "The living quarters were a fright. They were low, dingy, old shacks full of dirt, old shoes and clothes, and specked with chicken droppings where the chickens had roamed or roosted. The place seemed alive with insects and germs. I immediately asked permission to sleep on a haystack nearby, since I had my own blankets together with my belongings, which were wrapped in a large red handkerchief. This I called home except when a thunder shower came along, when the haywagon furnished some covering."

(2) "The living quarters appear to be a small item to most of the men I have worked for. Example: While working for hay-pressers and threshers I expected nothing more than the hay; but on a well established ranch and employing many men and making good profits, I was given a roll of blankets and told to sleep in the barn. There was no reason why this man could not furnish respectable sleeping quarters."

(3) "Good beds were provided in tents outside, which helped very much."

(4) "The living quarters were very good. Two of the men slept in a small bunk-house, which was kept very neat and clean."

(5) "The living quarters were rather poor and the beds had bedbugs. I slept in an old wagon filled with straw, using a couple of my own blankets."

(6) "The living quarters ranked in the same class as the food. A berth in the Pullman consisted of a four-posted arrangement filled with straw, bedbugs and fleas; mostly bedbugs. They would hide in the stalks by day and crawl out of their shell per P.M. and attack their most beloved enemy.

"Ventilation consisted of 'Union Leader' and 'Bull Durham' smoke which came in contact with the outer air through the cracks of the wall. Sheets, pillow slips and pajamas were present in minus quantities. Essence of stale beer, whisky and other homogeneous mixtures were present from Saturday night until Tuesday or Wednesday A.M."

(7) "The living quarters were fine, best in the State according to the help. Each man had an individual room and an iron bed. Gunny sacks served as a mattress. A large reading room was also provided. Secondhand magazines were furnished by some club women in Chico, and I think they were really appreciated by the men."

(8) "Upon our arrival in the evening we were shown the bunk-house by a wave of the foreman's hand toward the bunk-house and told that the feathers were in the barn. We were told to come in to supper with the men at 6 o'clock."

"Living quarters were very disreputable—dirty, dusty, and full of fleas and bedbugs, etc. Another man and I came to work at the same time and after one superficial glance at the sleeping quarters we decided to sleep outside under a tree on a pile of hay. Within a week nine other men had moved out of the bunk-house and followed our example of sleeping under the stars."

(9) "The living quarters were separate rooms for two, with a shower at end of hall. Rough and ready, but comfortable, was a room to lounge in, with 'Snappy Stories,' etc., as a type of reading matter. Papers were taken regularly. Place was kept clean."

(10) "Bunk-house was filthy and full of fleas. I fixed up a bunk outside, filled it with hay and had a good bed."

(11) "The men's living quarters were very poor. The bunk-house was old and dirty and slightly infected with vermin, fleas, etc. It had one little window. All the men slept out of doors while I was there, but in the winter time it must be bad. The men ate in the kitchen of the ranch house."

Certain Additional Observations are Worth Inserting:

(1) "I would have to be pretty hard up to work as ranch hand again, because of the shortness of the jobs and while hunting for a job all the profit is taken out of it. I estimate that the year through I averaged \$7.50 a week, though I was not out of work more than the average man; so just as soon as I got enough health to last me a few years longer I went back to my job in the shop in town, which though only \$2 a day then was steady work. Also when working in town I can have a place at least a little bit better than only 'a place to hang my hat.'

"I don't wonder that many of the 'blanket men' are poor workers, unreliable and averse to staying long at a job. I would probably become one myself if I had stayed in ranch work. Having to change jobs every few weeks or days, having to travel all over the State to get work, is enough to make anyone form the habit of restlessness. The idleness between jobs and unhygienic methods of living contribute toward making them poor workers."

(2) "The influence of contact with the farm hands was not very elevating. A large percentage could not understand English, except when the foreman told them to get a move on or get their time. Most of the conversation consisted of who was the most popular bartender in town, and the one that was the most popular was the one that got you drunk or intoxicated rather, the quietest, or the one who was the most liberal with his wares. Newspapers were read occasionally, the sport and josh pages being the most popular. Each hand had

his tale of woe and explained why he degraded to the level of a farm hand. In eight cases out of ten it was due to the effects of John Barleycorn.

"The men thought only of the immediate present and the coming Saturday night. Of course there were a few good hands that worked conscientiously and saved practically all their wages. These were scarce, being far and few between."

(3) "Plenty of good, wholesome food, clean quarters, a ready knowledge of the men—'a using from the ranks' proposition—steady work with reasonable hours, some recreation and outside interests. These are a good basis for success in getting a hold of men, together with a personality which the men can like or at least trust and call *square*."

(4) "Labor is provided for the men who are kept through the winter in cutting, splitting, and stacking wood in the large barn on the ranch, so that the majority of the hands are assured of steady labor the year round if they do the work required of them in a thoroughly satisfactory manner."

FINDINGS OF THE COMMISSION OF IMMIGRATION AND HOUSING

Since the first of April an average of two field men of the Commission of Immigration and Housing, under the direction of Mr. George L. Bell, have been kept constantly busy inspecting farm labor camps. First inspection of farm help quarters very frequently leads to warning. Re-inspection after warning generally shows that the employer has come up to the standard set by the Commission. The inspectors report that improvement in housing conditions results at once in a more satisfactory and contented class of labor, though not a few progressive employers tell us that in these present times the excellent accommodations they furnish help them in getting, but not at all in keeping, their hired hands.

A difficulty encountered in connection with housing recommendations lies in the fact that the large ranch can often afford to put up housing for all the help that it requires throughout the year while the small rancher, employing perhaps only from one to four or five men the year round, may find it all but impossible to provide favorable facilities for his additional labor in harvest time. The Commission's inspectors report that big operators are quick to note results coming from improved housing, but that the small operator is slow to see its advantages.

It is interesting to note that inspectors say that, in general, farm conditions with reference to housing will not compare favorably with those of other industries.

Due to the kind coöperation of Mr. George L. Bell we are able to present the following findings:

Wages.—As collected by inspectors the wage range for unskilled labor averaged per day for 1917: Agriculture—general ranch work, \$2.00 to \$2.50; sugar beet work, \$2.00 to \$2.25; fruit, \$2.25 to \$3.00. Construction, \$2.50 to \$3.00; highway and grading, \$2.25 to \$3.50; mines and quarries, \$2.50 to \$3.00; railroad, \$2.25.

Sanitary Conditions of Camps.—The sanitary condition of 117 agricultural camps inspected in 1916 classified as: Good, 21%; fair, 28%; bad, 51%. In 1917, 114 agricultural camps were rated as: Good, 18%; fair, 28%; bad, 54%. A comparison of the 1916 figures with those for camps of other industries shows a somewhat similar state of affairs with the balance somewhat against the agri-

cultural camps. For this year 342 camps used in construction, railroad, highway and grading, mines and quarries, and oil averaged: Good, 26%; fair, 34%; bad, 40%.

Nationality of Labor, 1917.—Americans, Japanese, Mexicans, Chinese, Hindus, Italians, Spanish, Greeks, Slavonians, Filipinos, Koreans, and Indians are reported from the 124 ranches visited by inspectors.

If representation in each of the industries may be taken as a guide, the industries favored, so far as this investigation goes, by different nationalities are in order of choice: Americans, hops, rice, fruit; Japanese, grapes, rice; Mexicans, fruit, sugar beets, grape; Chinese, hops, rice; Hindus, grape, rice; Italians, grape, fruit; Spanish, fruit; Greeks, grapes only; Indians, hops only. Other nationalities have too few individuals reported to permit deductions.

The nativity of labor employed in agriculture for all ranches reported is made up of more than half its numbers of native born in the beet hop and general ranch work and to less than half native born in the fruit and grape industries. Cotton laborers are reported as about equal in numbers of native and foreign born.

Compared with other industries, as construction, highway and grading, lumber, mines and quarries, railroad and oil, the native born in agriculture makes up an average of 51% as against 64% in other industries.

It is interesting to note that 94% of the oil workers are native born.

Nationality Preferred by Foremen.—Totals collected in 1916 and 1917 covering agriculture show, from a total of 241 opinions, no preference on the part of 58% of the foremen, 16% preferring American born help, and 26% favoring foreign born. Of the foremen stating a choice foreign born preferences are expressed by those in charge of grape and beet camps.

I. W. W. Points of View.—George Speed, San Francisco I. W. W. leader, admitted during an interview with representatives of this office that housing and other conditions were improving on the Pacific Coast ranches, but asserted that vastly more improvement was necessary before the laborer would be satisfied. Lack of decent conditions were largely to blame for common laborers' irresponsibility.

Mr. Speed further maintained that the common laboring man has been so much abused by employers and foremen, so "chased from pillar to post," that he had come to feel absolutely no interest in his employer's success. This was largely responsible for his tendency to jump a job before it was done in order to make sure of a new and perhaps more desirable job.

At a meeting November 22nd, arranged by Mr. W. S. Goodrich, of the Oakland Public Woodyard, at which Miss Pollak and Messrs. Esmond, Fox, and Hoffman were present, attempts were made to get the I. W. W. point of view, but nothing further of any substantial value to the present emergency could be obtained.

Pratt's Findings.—As a result of special inquiry into housing conditions and the handling of men, Pratt of this office makes the following statements:

"Employment agents and men frequenting their offices have a very poor opinion of the living conditions on the average farm, and speak far more favorably of those in lumber and construction camps.

"There is some evidence to show that farmers in general fail in comparison with competing employers in tact and ability in handling men, especially the class of men represented by our wandering labor. It should be noted that the

lumber companies compete very strongly with our farmers because our logging is done in the summer and fall.

"On large ranches, particularly, there is apt to be a close connection between the ability of the manager or foreman and the housing as well as the character and efficiency of the employees."

Summer Housing of Men.—During the summer season the majority of farm laborers prefer to sleep out-of-doors and require no housing during the peak of the harvest. The bunk-house is primarily winter quarters. At the time of year when the press of work is the greatest crews are handled only for a short period, which results in the prevailing opinion that ranchers should not be expected to furnish indoor quarters for large summer crews. Failure to provide decent sanitary measures, however, has accompanied lack of housing in too many instances.

On the other hand, there is much evidence to show that the present-day migratory labor strongly resents the lack of roofed quarters in the California harvest season. This is partly because he comes from radically different climatic conditions, partly because he dislikes to carry the bedding required by our cool summer nights, partly because he wants to feel "at home" where he has a job, and partly because all these considerations have been deliberately exploited and capitalized by the agitator.

Laborers Are Careless.—Just grounds for complaint on the part of the farmer may be found in that the itinerant ranch hand in many instances will make absolutely no effort to keep a bunk-house decent. This statement applies particularly to the small employer hiring transient labor for short periods, where the care of the bunk-house must of necessity be left to the laborers themselves.

Investigations into Wages Paid by Industries Other than Agriculture.—During September inquiries by mail were made to learn what wages are paid by industries competing with agriculture for labor. Rates, as submitted to us, reduced to cents per hour, for such industries as oil, iron works, railroad, sugar refinery, road construction, tannery, ship yard, mine, contractor, lumber, powder works, lime quarry, and potash works ranged from 22 to 43.7 cents, including value of perquisites, or a general average of 31.8 cents per hour.

Wages Paid Agricultural Workers.—A good insight into wages offered farm laborers during 1917 is afforded by the records of the Public Employment Bureaus of California. Through the courtesy of the Superintendent, Mr. C. B. Sexton we are able to offer data especially indicative of conditions.

The increased calls for men during the months of July, August and September, 1917, over the corresponding period in 1916 were as follows:

San Francisco Office

Farm hands applied for, 1917	235
Farm hands applied for, 1916	88
Per cent increase, over 1916	
Farm teamsters applied for, 1917	99
Farm teamsters applied for, 1916	8
Per cent increase, over 1916	

Sacramento Office

Farm hands applied for, 1917	214
Farm hands applied for, 1916	204
Per cent increase, 5%	
Teamsters applied for, 1917	150
Teamsters applied for, 1916	81
Per cent increase, over 80%	

The increased amount of wages offered during 1917 over the corresponding period of 1916, based on the above data, is also significant.

WAGES OFFERED APPLICANTS FOR FARM WORK

(Months of July, August and September)

Range*	SAN FRANCISCO				SACRAMENTO			
	Farm hands		Teamsters		Farm hands		Teamsters	
	1917	1916	1917	1916	1917	1916	1917	1916
\$15-\$20	....	....	....	....	....	1	....	....
20-25	....	....	....	....	....	7	....	....
25-30	....	5	....	....	....	16	....	1
30-35	3	22	4	4	....	1	....	47
35-40	38	36	1	2	1	134	....	....
40-45	20	1	....	....	....	....	....	20
45-50	43	....	45	....	8	10	....	....
50-60	61	3	24	....	118	21	112	8
60-70	16	....	3	....	13	4	2	....
70 and over	2	....	2	....	....	....	1	....
Rate not set	2	3	....	....	2	1	4	....

* Board and lodging furnished in addition.

It should be borne in mind that some increase in application is due to the fact that in 1916 the office was new and farmers were not fully acquainted with its scope. The most remarkable evidence is offered by the increase in wages. In 1916 the bulk of wages offered by farmers applying to the San Francisco office was between \$30 and \$40. In 1917 it ranged between \$45 and \$60, with a good showing in the \$35 to \$40 group.

At Sacramento the bulk of applications offered between \$30 and \$40 in 1916 for farm hands and between \$50 and \$70 in 1917.

Applications to San Francisco office for teamsters offered for the few demanded in 1916 a range of \$30 to \$40, while in 1917 the range was from \$45 to \$60. At Sacramento applications for teamsters in 1916 offered wages from \$35 to \$50 and in 1917 from \$50 to \$60.

Other Examples of Farm Wages.—Investigations into various wages paid for ranch labor showed that in southern California during September rates were about as follows:

Kind of work	Length of day	Value wages	Value board	Rate per hour	Year
Cutting corn	10	\$3.25	\$1.00	42.5c	1917
Harvesting sugar beets	9	2.25	....	25.0c	1917
Bean harvest—Roustabouts and sack tenders	10	2.50	.75	32.5c	1917
Bean harvest—Spool tenders	10	2.75	.75	35.0c	1917

Dixon grain farmers offered the past season for the three or four weeks of bucking sacks \$3.00 to \$3.50 and board.

Samples of rates offered for ranch labor as posted on the State Employment Bureau bulletins at Fresno, September 22nd, were as follows:

Ranch hands, \$2.00 and board.

Hay pitchers, \$2.00 and board, free fare.

Muckers and miners, \$2.25 and board.

Unload cars, \$2.75 without board.

Power construction, \$2.75 and board 75c (for the San Joaquin Light & Power Co.).

The average wage paid by fruit growers was from \$2.50 to \$2.75 per day and board, but the jobs only lasted sixty days at the longest. This year the peaches and grapes came at the same time, so that the period of work was shorter than usual. Men preferring to work at piece work rather than by the day, were paid rates set by the Valley Fruit Growers' Association.

Thirty-six dairies in the vicinity of San Francisco and Oakland answering questions concerning costs entering with 1917 milk production show a range and average monthly wage, board in addition, in payment of labor as follows:

	Number dairies	Range	Average
Milkers	26	\$45-\$80	\$58
Farm hands	20	35- 75	50
Cooks	14	*20- 80	43
Foremen	9	75-125	100

* Low limits probably paid to foreman's wife.

Attempts by Farmers to Fix Wage Scales.—Two instances of new attempts on the part of farmers to fix wage scales came to our attention during the past season.

San Fernando farmers in convention at Van Nuys, July 21st, set the wage for sugar beet harvest on a sliding scale of 80 cents per ton as a standard for 10-ton crop, varying with the tonnage from 55 cents for 18-ton yields to \$2.35 for three-ton yields. It was agreed by all to stand by the scale.

At the same meeting teamsters were raised from \$1.50 to \$1.75 when employed in handling six or eight-horse teams hauling beets for a ten-hour day; board and lodging in addition. The scale for irrigators was set for 25 cents per hour, with board and lodging.

The Valley Fruit Growers' Association, with headquarters at Fresno, established the following wage schedule for the 1917 season, from which ranchers determined not to deviate.

Time rates:

July	25c	per hour
August	27½c	per hour
September	30c	per hour

Piece work, or contract work:

Picking peaches	\$2.00	per ton
Picking grapes: Standard crop of 1-1¼ trays per vine, Muscats 3c per tray; Thompson Seedless and Sultanias	2½c	per tray

Bonuses.—The practice of paying bonuses for length of service is growing in the state. Examples were found at the Elwood Ranch, Santa Barbara; the Van

Loben Sels Ranch, at Vorden; the Meek Ranch, at Antioch; in certain sugar beet fields, and in berry fields at Sebastopol.

Investigations up to this date will not permit the drawing of conclusions, since there appears to be evidence both for and against the efficacy of bonuses. Some who have heretofore used the bonus system have abandoned it for the present in the case of new employees, since they claim that it has had no effect whatever upon getting men to stick to the job.

Farmers' Results with Better Housing.—To determine to what extent better housing has influenced their labor supply we sent a letter during October to twenty farmers who, following instruction from the Commission of Immigration and Housing, had undertaken to provide satisfactory accommodations.

Eight replies have been received. Mr. Geo. C. Roeding, of Fresno, permits our quoting him:

"(1st). It is impossible for me to say definitely that the changes I made in following the suggestions of the Commission of Immigration and Housing have paid as far as the employment of help this year was concerned. On general principles I want to say that I am decidedly of the opinion that it is of the utmost importance to make the housing conditions for farm laborers better than they have been on the farms as a whole in California. One of the discouraging features has been the difficulty of making laborers understand and appreciate the efforts of employers in this direction. The roving element is not any too clean as it is, and they are in many instances lacking in appreciation when they are given more satisfactory quarters than they have ordinarily been accustomed to.

"For the welfare of the farming interests of this State, every effort must be made to make the white help understand that it is to their interests to become identified with the places where they are employed, and in order to do this it is my candid opinion that the employer should make the housing conditions of such a character that the employees will understand that their employer is personally interested in their welfare.

"(2nd). I would certainly recommend that farmers throughout the State do everything they possibly can to make their housing conditions so satisfactory that their laborers cannot find fault with their conditions. The recommendations made by the State Commission of Immigration and Housing are certainly of such a character that there is no reason why they should not be followed on all our farms.

"One of the difficulties they will have to overcome is to convince many of the farmers themselves that cleanliness and more careful attention to the housing of their tools and implements, as well as of their men, will redound to their benefit in more ways than one.

"The farmers have certainly reaped a great harvest this year and they are in a more prosperous condition than they ever have been, and if there ever was a time to inaugurate a campaign to improve conditions, it seems to me that time has arrived, and measures should be taken to cause the farmers of California to rigidly obey the recommendations made by the Commission of Immigration and Housing."

The other letters summed up as follows: All but one farmer think that better housing has paid both in obtaining and in holding labor, and they recommend to farmers generally that they improve conditions.

Bringing in Labor under Contract.—H. A. Cable, Deputy Commissioner of Labor Statistics, with offices in Los Angeles, is authority for the statement that there is nothing in the statutes to prevent a firm from bringing laborers in from another state under contract, no cash wages to be paid until passage money advanced shall be worked out, it being assumed, of course, that the laborer as well as his employer is perfectly familiar with the terms of his contract.

Mr. Cable also says that a laborer quitting his job under such a contract before he has worked out his passage money has no legal claim for wages up to the time of quitting; on the other hand, that his employer has just cause for a civil suit in such a case for non-fulfilment of contract. It is interesting to note that a case of this kind has recently arisen at a quarry in San Bernardino County, where laborers imported from Missouri to do quarry work quit before working out their passage money. These men were apprehended, lodged in jail and charged with obtaining goods under false pretensions, the men having quit almost immediately upon their arrival at the quarry, evidently having used this job as a means of obtaining free transportation without any real intention of going to work. The justice of the peace who heard the case dismissed it. These men then took steps through the State Bureau of Labor Statistics to collect wages alleged to be due them, but after the lapse of six weeks or more the wages have not been collected and yet no suit has been instituted.

LOSSES DUE TO SHORTAGE OF LABOR

Evidences of Losses.—The real test of labor shortages comes at the conclusion of the season when results of the year's work may be summed up. There are four possible classes of losses.

(a) Losses in total production through non-utilization of idle lands, due to failure to plant, or the sacrifice of the crop through inability to care for it during growth or at harvest.

(b) Losses in quantity due to delayed seeding, cultivation or harvest, i.e., poor stands, alfalfa cut too ripe for use, grain shattering, fruit over-ripe.

(c) Losses in quality due to delay, i.e., potatoes sprouting, fruit over-ripe.

(d) Losses due to non-utilization of land for a second crop because of delay in removal of first crop from lack of help.

There may be other classifications worth adding but this will serve for the present as a general working basis.

The kind and extent of losses in food products directly traceable to lack of labor are difficult to estimate and yet the extent of loss is of vital need in determining labor. It is somewhat difficult, if not impossible, to distinguish between losses due to lack of labor and to usual climatic vagaries, or to the presence of weeds, diseases or insects.

Believing this test to be the real crux of the situation every effort was made to determine something of the losses resulting from labor shortage.

Evidences of losses have been sought in several ways, chief among which were:

(a) Investigations in the field by representatives of this office.

(b) Requests in October of twenty farm advisors for statement of losses then known to them.

(c) Institution of a month of farm center meetings during November by farm advisors to unearth all possible evidence of losses.

(d) Requests of twenty-two county farm labor agents other than farm advisors for statement of losses as determined by them (November).

(e) Personal letters to 150 farmers in different parts of the state asking for their experiences (November).

(f) Requests of the College of Agriculture faculty, the Commission of Immigration and Housing and organizations in touch with farming conditions (October).

Full details of the investigation are on file in the office, with sample blanks and accompanying letters where they can be consulted since lack of space necessitates their exclusion from this report.

In general, the investigation was conducted to gather information as to:

Losses in 1917 in acreage due to inability to plant because of a shortage of labor.

Losses in 1917 in quantity due to a shortage of labor (i.e., grain shattering, alfalfa over-mature, fruit dropping, loss of acreage or yield from weeds or from inability to cultivate, etc.).

Losses in 1917 in quality due to shortage of labor (i.e., weed seed present, fruit over-ripe, inability to thin or cultivate, etc.).

Shortage of labor indicated by higher wages paid in 1917 over 1916 for similar work and during comparable periods of time.

Shortage of labor indicated by

(a) Providing better housing in 1917.

(b) Providing better board in 1917.

(c) Providing readjustment of hours in 1917.

Opinions concerning effect of 1917 labor shortage on acreage production in 1918.

Effect of military draft on 1918 crops and industries.

Efficiency of labor 1917 compared with 1916 and causes (i.e., drink, discontent, too many jobs open, etc.).

Recommendations to meet 1918 needs.

A statement as to the number of farmers (if a center meeting), acreages represented, number of laborers normally employed, and type of farming formed a part of the inquiry.

SCOPE OF INVESTIGATIONS INTO FINAL OUTCOME DUE TO LABOR CONDITIONS

Farm Centers.—During November, 132 farm center meetings discussed the labor situation, these meetings being located and attended as shown below:

ATTENDANCE AND ACREAGE, FARM CENTER MEETINGS

County	Center	Attendance	Laborers usually employed	Acreage represented	Type of agriculture
Fresno	Raisin	20	60	3,000	General farming and fruit.
	Selma	30	600	5,000	Vineyard and orchard.
	Kerman	8	81	620	General farming and fruit.
	Reedley	50	500	2,000	Fruit.
	Fowler	10	240	750	Fruit.
	Parlier	8	269	670	Fruit.
	Sawyer	12	600	1,200	Fruit.
	Bayliss	30	Variable	1,200	General farming, dairying.
Glenn	Ord	16	Variable	2,560	General farming, dairying.
	Larkin	*	Variable		*A canvass of the district.
	Orland		Variable		
Humboldt	Loleta	60	148	7,127	General farming, dairying.
	Bayside	39	15	3,689	General farming, dairying.
	Arcata	122	109	6,841	General farming, dairying.
	Ferndale	28	58	3,000	General farming, dairying.
	Fortuna	35	40	2,000	General farming, dairying.
	Shivley	20	Very few	400	Truck, dairying.

ATTENDANCE AND ACREAGE, FARM CENTER MEETINGS—(Continued)

County	Center	Attendance	Laborers usually employed	Acreage represented	Type of agriculture
Imperial	Verde	20	25	2,000	Cotton, alfalfa, milo maize.
	Eucalyptus	5	None	580	Grain, general farming.
	Meloland	9	None	600	Dairying.
	Mesquite Lake	10	None	1,600	Dairying, grain.
	Westmoland	16	15	1,700	Dairying, grain, alfalfa.
	Calipatria	25	100	2,500	Cotton and grain.
	Magnolia	17	35	2,500	Cotton and grain.
	Mt. Signal	12	25	1,500	Cotton.
	McCabe	27	7	2,500	Dairying, corn, cotton.
	Seeley	25	40	4,000	Dairying, corn, cotton.
	South Fern	20	17	2,000	Cotton, dairying, gen. farming.
	Kern Delta	22	12	1,790	General farming.
	Edison-Fairfax	14	25	1,222	Alfalfa, grain, vegetables.
	Rio Bravo	6	7	870	Alfalfa, Egyptian corn, rice.
Kern	Delano	6	10	842	Alfalfa, dairying, wheat.
	Wasco	31	87	2,629	Alfalfa, dairying, wheat, fruit.
	Tehachapi	6	30	2,820	Wheat and barley.
	Rosedale	7	21	790	Wheat and barley.
	Arvin	6	60	1,310	Wheat and barley.
	Pond	23	18	2,160	Wheat and barley.
	Dairyland	10	28	300	General farming.
	Alpha	12	25	1,000	General farming.
	Fairmead	21	1	600	General farming.
	El Nido	17	10	450	Dairying, grain.
	Le Grand	12	35	5,000	Fruit, grain, general farming.
	Dos Palos	10	25	1,000	Grain, dairying.
	Cottonwood	40	110	7,000	Grain, dairying.
	Planada	12	25	2,500	Grain, dairying, fruit.
Madera	Delhi	16	40	1,200	Grain, dairying, fruit.
	Amsterdam	9	10	450	Dairying, general farming.
	Stevinson	8	18	1,000	Dairying, general farming.
	Irwin	15	30	550	Fruit, dairying, gen. farming.
	Winton	50	100	1,800	Fruit, dairying, gen. farming.
	Livingston	16	50	1,800	Fruit, dairying, gen. farming.
	Coombsville	12	75	-----	-----
	Soda Canyon	15	1	-----	Fruit and general farming.
	Callistoga	10	1	300	Fruit and grapes.
	Spring Valley	13	6	-----	-----
	Chiles Valley	6	11	933	Grapes, grain, fruit.
	Carneros	35	-----	9,035	Grapes, grain, fruit.
	Limekiln	30	11	4,000	Stock ranges.
	Gold Flat	38	10	900	Fruit, vegetables.
Nevada	Clear Creek	15	4	4,800	Stock raising, grain, hay.
	Chicago Park	15	21	1,500	Fruit.
	Penn Valley	20	19	6,000	Stock raising.
	Indian Flat	12	9	1,900	Stock, grain, hay.
	Forest Springs	4	1	1,000	Stock, grain, hay.
	Peardale	8	7	3,000	Stock, fruit.
	Birchville	7	2	400	Stock, grain.
	Mt. Vernon	54	300	1,400	Fruit.
	Loomis	15	300	450	Fruit.
	Mt. Pleasant	24	100	540	Fruit.
	Allen	11	25	1,717	Fruit, grain.
	Gold Hill	29	56	783	Fruit, grain.
	Weimar	30	48	1,200	Fruit, grain.
	Sheridan	18	30	1,600	Fruit, grain.
Riverside	Corona	42	-----	-----	Fruit, walnuts.
	Elsinore	56	-----	-----	Fruit, walnuts.
	Perris	10	45	1,500	Alfalfa, grain, milo maize.

ATTENDANCE AND ACREAGE, FARM CENTER MEETINGS—(Concluded)

County	Center	Attendance	Laborers usually employed	Acreage represented	Type of agriculture
Riverside	Banning	19	.....	.....	
	Nuevo	21	80	5,000	Fruit, potatoes, truck
	Fruitvale	14	.....	.....	Fruit, general farming.
	Jurupa	102	.....	.....	
	Little Rock	54	.....	.....	
	Arlington	12	.....	.....	Fruit, general farming.
Sacramento	Coachella	40	.....	.....	Alfalfa, truck, dates.
	Elverta	20	36	1,000	
	Elk Grove	9	8	975	Fruit and grain.
	Arcada	8	45	.....	Grain, fruit.
	Galt	9	75	8,000	Grain, fruit.
	Rio Linda	25	4	1,000	
	Consumne	7	12	5,000	Grain, general farming.
	Fairoaks	4	25	700	Fruit.
San Joaquin	Escalon	48	50	1,500	Alfalfa, dairying, fruit.
	Acampo	7	30	125	Fruit.
	Thornton	8	18	1,280	Grain, alfalfa, beans.
	Bellota	11	12	883	Grain, alfalfa, beans.
	Lockeford	50	90	11,000	Grain, dairying, fruit.
	Ripon	26	30	7,000	Alfalfa, dairying.
	Manteca	31	100	4,500	Beets, alfalfa, gen. farming.
	Linden	25	50	8,500	Fruit, grain.
	Farmington	41	45	7,000	Grain, fruit.
	Fontana	21	24	1,500	Fruit, beans.
San Bernardino	Highlands	44	10	750	Citrus fruit.
	Chino	58	65	1,765	Hay, grain, beets, fruit.
	Daggett	24	20	500	Alfalfa.
	San Bernardino	25	20	350	Alfalfa, fruit.
	Lucerne	15	8	300	Alfalfa.
	Potrero	13	3	1,600	General farming, bees.
San Diego	Alpine	10	4	650	Fruit, grain.
	Jamul	8	5	800	Grain, general farming.
	Jamacha	6	15	1,600	Grain, general farming.
	Del Mar	5	6	700	Beans, grain.
	Encinitas	.....	.....	.....	
	Bonsall	7	0	1,690	Grain, general farming.
	Fallbrook	10	0	.....	Grain, general farming.
	Escondido	5	8	125	Orchard.
	Poway	16	15	.....	Fruit, grain.
	Lakeside	.....	14	1,200	
Solano	Ramona	14	5	1,000	Grain, dairying.
	Solano	22	10	.....	Grain, stock.
Stanislaus	Fairview	30	10	1,200	General farming.
	Claus	15	15	450	General farming.
	Patterson	25	25	1,000	General farming.
	Jennings	35	17	1,400	General farming.
	Keyes	50	50	1,000	General farming.
	Denair	16	16	750	General farming.
	Hughson	20	20	1,200	General farming.
	Mt. View	50	50	2,000	General farming.
	Clarksburg	17	.....	.....	
Yolo	West Sacramento	13	.....	.....	
	Madison	10	.....	.....	
	Zamora	50	.....	.....	
	Winters	100	.....	.....	Fruit.
	Dunningan	30	.....	.....	Grain.
	Willow Oak	10	.....	.....	
Totals		2,937	5,982	224,521	

County Labor Agents other than Farm Advisors.—Of the twenty-two counties organized with County Farm Labor Agents other than Farm Advisors, twelve reported, as follows:

REPORTS FROM COUNTY FARM LABOR AGENTS OTHER THAN FARM ADVISORS

County	Reported by	Date	Acreage	Agriculture
Amador	Geo. Woolsey, Ione.	10/25	-----	Fruit, grain, general.
Del Norte	E. D. Doxsee, Crescent City.	10/29	-----	
El Dorado	E. J. Kotak, Placerville.	11/13	10,590	Fruit, grain, special.
Mendocino	C. Van Dyke, Ukiah.	10/29	-----	
Plumas	W. B. Perry, Greenville. (covering northern $\frac{1}{2}$ of county)	10/28	7,780	Hay, grain, vegetables, fruit.
San Benito	L. H. Day, Hollister.	10/25	64,123	Alfalfa, fruit, grain, hay, beets, seeds.
San Luis Obispo	S. V. Christensen, San Luis Obispo.	10/24	119,169	Beans, grain, hay, beets, potatoes.
Santa Cruz	C. J. Rodgers, Watsonville.	11/1	-----	
Sierra	R. H. Lewis, Loyalton.	10/24	-----	
Slakiyou	W. L. Kleever, Yreka.	10/29	152,000	Hay, grain, potatoes, fruit, general.
Sonoma	O. E. Brenner, Santa Rosa.	10/28	75,000	Fruit, hops, grain, corn, tomatoes.
Tulare	Chairman, Board of Supervisors.	11/21	-----	

Private Firms.—Seventy-three firms replied to our communications, details of which are given immediately below:

FIRMS REPORTING

No.	Name of firm	Address of firm	Principal crop	Acreage operated	No. men normally employed
1	Azusa-Foothill Citrus Co.	Azusa	Citrus fruit		
2	Anderson, E. B.	Walnut Creek	Deciduous fruit, nuts	120	8-50
3	Ayer & Pressley Co.	Windsor	Deciduous fruit, grapes	105	
4	Alameda Sugar Co.	310 Sansome St., San Francisco	Beets	9000	
5	Balfour-Guthrie & Co.	San Francisco	Alfalfa		
6	Eancroft, Frank W.	Concord	Deciduous fruit, nuts grain	456	15-100
7	Burger, B. E.	Placerville	Fruit, potatoes	140	3
8	Bardin, Oliver P.	Salinas	Beets, barley, alfalfa	230	3-8
9	Bardin, Jim & Henry	Salinas	Beans, barley, alfalfa	1000 (17,000-stock)	10
10	Bonner Packing Co.	Freano	Oranges, olives	60	2-3
11	Blanchard Investment Co.	Santa Paula	Citrus fruit, beans	140	
12	Brown, Alex.	Walnut Grove	Fruit, truck, beans, potatoes	2300	200-240
13	Cottage Garden Nurs- eries	Eureka	Alfalfa, potatoes, hay, corn, dairying	300	25
14	Coates Nursery Co.	Morgan Hill	Fruit, nuts	90	10

FIRMS REPORTING—(Concluded)

No.	Name of firm	Address of firm	Principal crop	Acreage operated	No. men normally employed
15	Clark, Frank C.	Laytonville	Nursery stock		
16	Calif. Packing Corporation		Hay, fruit, truck, grain	10,000	Up to 600
17	Dairy Farms Co.	Modesto	Alfalfa, beans, dairying	530	5-12
18	Fred S. Ewer Co., Inc.	Rutherford	Grapes, beans, hay, fruit	170	5-10
19	Emmert, M. S.	Dunnigan	Grain, nuts, grapes	880	4-12
20	Foster, Chapman	Salinas	Beets, barley, alfalfa	500	3 and contract labor on beets
21	Ficklin, Walter C.	Kerman	Grapes, peaches	50	2-9
22	Gammon, E. A.	Hood	Fruit, hay, stock	1000	10-127
23	Guillow, Rene	Windsor	Hay, corn, beans, potatoes	180	2-5
24	Gaines, C.	Fresno	Grapes, peaches	160	2-30
25	George, J. W.	Petaluma	Poultry	23	2
26	E. Clemens Horst Co.	San Francisco	Hops, barley, potatoes, beans, corn	4000	200-800
27	Humphrey, A. B.	Escalon	General farming	800	20
28	Heraman, H. S.	Gilroy	General farming	550	
29	Hagemann, A.	Livermore	General farming	780	5-25
30	Hiatt, Amos	Ceres	General farming		
31	Iverson, Mat	Union	Wheat	450	2
32	Jameson, W. H.	Corona	Fruit, barley, alfalfa, beans	1000	
33	Loma Rica Ranch	Grass Valley	Fruit, beans, hay	400	5-10
34	Laidlaw, G. G.	Ontario	Oranges, peaches, hay, walnuts	35	2
35	Lewis Dairy Co.	San Luis Obispo	Hay, dairying, beans	400	4
36	Miller & Lux	Los Banos	Alfalfa	30,000	300-600
37	Mel, Louis	1438 Third Ave., Oakland	Grapes	139	2-6
38	May, Henry	Decoto	Hay, grain, fruit, vegetables		
39	Maywood Colony	Corning	Fruit, alfalfa, stock	480	10
40	Moorland Farm	Milpitas	Beets, vegetables		
41	McNamee, W. H.	Oroville	Figs, oranges	25	1
42	C. C. Morse & Co.	737-759 Front St., San Francisco	Seed		
43	John McArthur Co.	McArthur	Hay, grain, stock	24,000	15-40
44	Moulton Irrigated Land Co.	Colusa	Beans, corn, rice, barley, alfalfa, beets	20,000	200
45	Miller, Guy H.	Modesto	Alfalfa	75	2
46	Neff, J. B.	Anaheim	Walnuts, oranges	60	2-15
47	Oroville Orange & Olive Growers	Palermo	Oranges, olives		
48	Old River Farms Co.	660 Market St., San Francisco	Barley, beans, beets	2600	125
49	Ogier, J. B.	San Jose	Hay, alfalfa, fruit	1520	10-15
50	Post Card Ranch		Stock, dairying	640	12-15
51	Pacific States Corp.	Broadway at 8th St., Los Angeles	Beans, alfalfa	6000	150-200 besides labor in beets
52	Porter, Robert	Salinas	Potatoes, tomatoes		
53	Rindge Land & Navigation Co.	Stockton	Vegetables, corn, barley, hemp	21,800	300
54	Rancho Sespe	Sespe	Beans, walnuts, citrus fruit	1500	110
55	River Farms Co.	Crafton	Barley, wheat, rice	18,000	110
56	Sancomb, Frank	Durham	Grain, fruit		
57	Stanford Ranch	Durham	Grain, rice, beets, alfalfa	30,000	430-789

FIRMS REPORTING—(Continued)

No.	Name of firm	Address of firm	Principal crop	Acreage operated	No. men normally employed
58	Spreckels Sugar Co.	Spreckels	Beets, beans, barley	32,876	White-ranch labor; 200-500 Asiatics
59	Shuey, G. R.	Independence	Beets, alfalfa, hay	1200	30
60	Shafter Estate Co.	Inverness	Beets, dairying, hay	35,000	40-60 milkers
61	Schultz, Fred W.	Williams	Barley, wheat	4500	8
62	San Joaquin Fruit Co.	Fustin	Oranges, walnuts, beans	1000	70
63	Scott, Magner & Miller	Lakeville	Hay, stock	2100	10-20
64	Thatcher, E. S.	Nordhoff	Citrus fruit	134	8-20
65	Thurber, E. R.	Vacaville	Fruit	140	8-28
66	Union Sugar Co.	San Francisco	Beets	7021	178
67	Wrightson, H. W.	Fowler	Grapes, raisins	43	15
68	Wilson, F. H.	Dinuba	Fruit	750	38
69	Woodward, L.	Campbell	Fruit		
70	Webber Bros.	Byron	Corn	1200	10
71	Wood & Co.	Danville	Hay, grain, fruit, stock	1830	10-15
72	Wheeler, John H.	St. Helena	Grapes, walnuts, dairying	250	4-40
73	Willoughby	Calexico	Corn, stock, alfalfa, barley	200	2
Total				331,566	4592
				including stock..	17,000
				348,432	
Average				5,622	

In reviewing the answers received to our inquiries it is necessary to bear in mind the effect of the hot weather in July, which, by reducing crop yields of southern California, also curtailed labor needs to a point that early estimates of expected shortage at harvest time did not materialize. A very dry fall also helped the labor situation because no demands were necessary for much help for limited periods which in ordinary years of early rains causes a very definite need which must be reckoned with.

Full detailed tables are presented only in connection with the discussion of "Losses Due to 1917 Labor Conditions" and "Effect of 1917 Labor Conditions upon 1918 Crops and Industries." Careful tabulation of the other material collected in these investigations has been made. Although omitted here because of lack of space, the additional tables are available in this office for consultation.

INQUIRY INTO LOSSES DUE TO LABOR CONDITIONS OF 1917

The investigations into losses due to 1917 labor conditions are presented in full, (1st) as analysis and summary, and (2nd) as full tabulated details.

Analysis and Summary.—In general the total evidence shows a remarkably small number of cases of actual loss. The data is significant in that losses are the exception rather than the rule. Vaca Valley and certain firms operating extensively offer the only evidences of general losses of moment. The great majority of farmers represented in the reports show only minor or local losses.

The large operators offer more evidence of losses than do the Farm Center and County Farm Labor Agents other than Farm Advisors. To make complete deductions, losses of normal times should be taken into account, which, unfortunately, are not available for use in connection with these data.

IMPROMPTU FARM ADVISOR ESTIMATES

Only one Farm Advisor presented an impromptu estimate of crop losses. Summary of his county—Yolo—indicated that the effect of labor shortage resulted in:

- (a) No decrease in acreage.
- (b) Two cases of inability to procure a second crop, amounting, in one case, to \$3000, and in the other to 100 acres, equally divided between beans and silage corn.
- (c) One case—\$2500—of overripe fruit.
- (d) No loss in quality or in harvest.

FARM CENTER REPORTS

The Farm Center reports cover 132 centers having an attendance of 2936 farmers representing 225,573 acres of various kinds of farming, and employing 6002 laborers under normal conditions.

This means an average of about 80 acres.

Losses in Acreage.—Of the acreage represented, only 16 cases of losses in acreage are reported traceable to a shortage of labor, which total:

- 85 acres, grain sorghums.
- 500 acres, cotton and grain.
- 470 acres, beans.
- 5 acres, potatoes.
- 55 acres, vegetables.
- 20 acres, crop not stated.

Losses in Quantity.—Fifty cases are reported of losses in quantity due to labor shortage, which total:

Fruit

- 1 case, 1000 lug boxes of peaches.
- 1 case, 10 acres peaches—amount not stated.
- 2 cases, 14½ tons dried peaches.
- 2 cases, 25 tons dried fruit.
- 1 case, 50 tons green fruit.
- (Vaca Valley), \$25,000 on dried fruit.
- (Vaca Valley), \$37,500 on green fruit.
- 1 case, \$200 worth of grapes.
- 1 case, 200 boxes of grapes, acreage not stated.
- 1 case, 15% of grapes.
- 1 case, 50 boxes of pears.
- 1 case, 2500 boxes of apples.

Hay

- 6 cases, 1st cutting on 247 acres of alfalfa.
- 1 case, 3 cuttings on 40 acres of alfalfa.
- 1 case, 1 cutting alfalfa, acreage not stated.
- 1 case, \$5000 loss in alfalfa hay.
- 1 case, 20 acres alfalfa, amount not stated.
- 1 case, 40 tons of alfalfa hay.
- 1 case, 50 tons of hay.

Grain

- 1 case, 10%—acreage not stated.
- 1 case, \$420.
- 2 cases, shattering loss—impossible to estimate.

Field Crops

- 1 case, "considerable" loss in sugar beets.
- 1 case, 15 acres potatoes.
- 1 case, 10% tomatoes.
- 1 case, 5-10% loss in cultivation.
- 1 case, 22 acres corn.

Miscellaneous

- Loss in shearing sheep.
- 1000 cords of wood.

Cases where neither acreage nor crop is stated:

- 6 cases respectively 5%, 10%, 15%, 20%, 25%, 33%.

Losses in Quality.—Thirty-two cases are reported in losses in quality due to lack of help. These summarize as:

Fruit

- 5 cases, overripe when picked—amounts not stated.
- 2 cases, 4 tons peaches.
- 1 case, no spraying.
- 1 case, 10% wine grapes.
- 1 case, 10% peaches.
- 1 case, 5-10% of table grapes.

Hay

- Several cases, alfalfa too mature.
- 1 case, 1 cutting alfalfa—acreage not stated.
- 1 case, 3 cuttings from 80 acres alfalfa.
- 1 case, 1/3 of 2 cuttings from 20 acres alfalfa.
- 1 case, \$2000 alfalfa hay.
- 1 case, 30 tons alfalfa.
- 2 cases, 220 acres alfalfa—amount not stated.
- 1 case, \$350 from 50 acres alfalfa.
- 1 case, \$400 on 80 tons alfalfa.
- 1 case, 50% alfalfa.

Grain

- 1 case, 1/3 on 50 acres barley.

Field Crops

- 1 case, 10% tomatoes—acreage not stated.
- 2 cases, \$300 beans.
- 1 case, 100 acres onions reduced in quality—amount not stated.

Miscellaneous

- 1 case, "some loss"—no data given.
- 2 cases, with neither crop nor acreage stated, 15%-30%.

REPORTS FROM COUNTY FARM LABOR AGENTS OTHER THAN FARM ADVISORS

These reports cover twelve counties where farm advisers were not available, representing an acreage of over 500,000 acres devoted principally to fruit, grain, general farming, alfalfa, hay, beets, seeds, vegetables, beans, potatoes and a few special crops.

Losses in Acreage.—Only in one instance is any loss in acreage reported, and that one does not state either acreage or amount.

Losses in Quantity.—Six of the twelve agents report no losses in quantity for their counties, two do not offer any statement, while the total losses of the other four comprise:

- 1 case, "very small."
- 1 case, "some in grapes."
- 1 case, 50 tons dried apricots (ascribed to low wage scale).
- 1 case, 10-25% in grapes and apples.

Losses in Quality.—Only two reports convey any items of loss in this respect, i.e., one case—"much inferior quality in apricots"; the other, first crop alfalfa suffered; no details are given.

REPORTS FROM PRIVATE FIRMS

Seventy-three firms, from a total of 150 asked to report, gave their findings based on the 1917 season. Their holdings, when stated, represented a total of 348,566 acres, ranging in size from 23 to 35,000—an average of 5622 acres. These 73 operators employ a total, roughly estimated, of 4592 laborers.

Loss in Acreage.—Of the 73 firms, 16 did not present any report whatever concerning losses in acreage, while 46 reported no loss. Of the 11 reporting losses in acreage the totals amount to 8773 acres, from a total of 7 cases, to \$120,000 in two additional cases, and two reduced sugar beet acreages in two additional cases, amount not being stated. Crops involved, where stated, besides sugar beets, are rice, corn, beans, tomatoes, and potatoes, all war essentials.

Losses in Quantity.—Of the firms reporting, 26 indicated loss in quantity, 31 stating that no losses in quantity had occurred.

Losses range from "very small" to one firm reporting a loss of \$205,000.

Summed up, the total losses of the 73 firms amount to:

- Cash losses, 6 cases, estimated at \$237,258.
- Sugar beet acreage—2 cases—6800 tons.
- % losses, 7 cases, estimated at from 10% to 60%.
- 1 case of pears, 10,000 boxes.
- 1 case of beans, 1000 sacks.
- 2 cases of alfalfa hay, 25,050 tons.
- 1 case of cuttings of alfalfa, 2 cuttings on 1000 acres.
- 1 case, loss of pigs because of insufficient help to care for sows when farrowing.
- 1 case, "land not properly worked."
- 1 case, fresh fruit, 56 tons.
- 1 case, raisins, 3 tons.

Losses in Quality.—Eighteen firms report loss in quality, 37 firms report no loss.

In seven cases reports show a reduction in quality of 5% to 66% on fruits, corn, silage, bulbs, and tomatoes.

One thousand three hundred boxes of pears and 30 tons of peaches are reported in another instance.

Four reports state a loss in quality estimated in money at \$13,000.

Two reports show a loss in quality on 11,000 tons of alfalfa.

Ten thousand boxes of pears are reported as having lost in quality.

DETAILS OF INQUIRY INTO LOSSES DUE TO LABOR CONDITIONS OF 1917

To indicate the detail of this inquiry tabulated data is presented in full covering the various investigations into losses resulting from 1917 labor conditions.

DETAILS OF 1917 CROP LOSSES DUE TO INSUFFICIENT OR INEFFICIENT HELP AS REPORTED AT FARM CENTER MEETINGS

County	Center	Acreage decrease	Loss in quantity	Loss in quality
Fresno	Raisin	None	None	None.
	Selma	None	1000 lug boxes peaches, shortage of trays	None.
	Kerman	None	2-3 tons dried fruit, worth \$140 ton	Fruit not hauled at proper time; 15% loss.
	Reedley	None	None	None.
	Fowler	None	2 tons dried peaches	Some sunburned; not taken care of soon enough.
	Parlier	None	1½ tons dried peaches; 50 tons green	Some loss; no definite figures could be given.
	Sanger	None	2 tons dried peaches	None.
	Bayliss	None	None	None.
	Ord	20 A. grain sorghum	7 A. alfalfa, 1 cutting	None.
	Larkin	None	None	1 cutting alfalfa deteriorated, due to slowness in moving.
Humboldt	Orland	None	None	None.
	Loleta	None	10% in grain	None.
	Bayside	None	None	None.
	Arcata	None	None	30% loss account lack of weedeas and care of crop.
	Ferndale	None	None	None.
Imperial	Fortuna	None	Three report 33%	None.
	Shively	None	Gribble Bros. loss 25%	Tomatoes, loss 10%.
	Verde	None	5% loss of harvest through lack of labor	None.
	Eucalyptus	None	None	None.
	Meloland	None	None	None.
	Mesquite Lake	None	None	None.
	Westmoreland	None	About 10%	None.
	Calipatria	About 5%	About 15%	None.
	Magnolia	About 15%	About 20%	None.
	Mt. Signal	None	Cannot get cotton harvested; if rain or mist comes will lose ½ crop.	None.
Kern	McCabe	None	None	None.
	Seeley	None	None	None.
	South Fern	None	None	None.
	Kern Delta	None	40 A. alfalfa, 3 cuttings, loss \$300	80 A. alfalfa, 3 cuttings sold as grazing, \$160; too ripe.
	Edison-Fairfax	5 A. corn	Grapes, \$200; not able to get labor to irrigate	None.
	Rio Bravo	None	1 cutting alfalfa, 45 A., \$450; 1 cutting alfalfa, 20 A., \$200	¼ of 2 cuttings alfalfa. 20 A., \$133; 30 tons alfalfa laying in shock, \$30.

DETAILS OF 1917 CROP LOSSES DUE TO INSUFFICIENT OR INEFFICIENT HELP AS
REPORTED AT FARM CENTER MEETINGS—(Continued)

County	Center	Acres decrease	Loss in quantity	Loss in quality
Kern	Delano	20 A. beans. \$700 20 A. corn, \$600	50 tons hay short; laid too long in fields, \$500	1 ton peaches, \$60.
	Wasco	None	22 A. corn, \$640; 20 A. alfalfa	50 A. alfalfa, \$6-\$7 per A.
	Tehachapi	None	None	Hay discolored owing to lack of labor to get in soon enough; 80 tons at \$5, \$400.
	Rosedale	None	20 tons hay, \$160; loss on harvest hands, \$420	None.
	Arvin	None	None	None.
	Pond	10 A. corn, \$200; 5 A. potatoes, \$250	110 A. alfalfa, 1 cutting lost account not being able to irrigate, \$990	None.
	Madera.....Dairyland	None	None; favorable season	None.
	Alpha	20 A.	None; favorable season	None.
	Fairmead	None	None	None.
	Merced.....El Nido	None	None	None.
Napa	Le Grand	None	1 crop alfalfa on 20 A.	20 A. alfalfa had to be left few days too long.
	Dos Palos	None	None	None.
	Cottonwood	30 A. corn	Miller & Lux reports loss several hundred acres alfalfa	200 A. alfalfa too ripe.
	Planada	400 A. beans	10 A. peaches; too late	Peaches too ripe.
	Delhi	None	None	3 tons peaches too ripe.
	Amsterdam	None	1 crop alfalfa lost, 30 A.	Alfalfa too mature.
	Stevenson	None	None	None.
	Irwin	50 A. beans	None	None.
	Winton	None	None	None.
	Livingston	None	None	None.
Napa	Coombsville	None	None	None.
	Soda Canyon	None	None	None.
	Calistoga	None	None	None.
	Spring Valley	None	None	1 case grapes too ripe.
	Chiles Valley	None	None	Shortage of fruit trays and cutters for pears.
	Carnero	None	None	None.
	Nevada.....Limekiln	None	Sheep man could not shear sheep at proper time; lost something on fu- ture clip	None.
Nevada	Gold Flat	None	50 boxes pears	Beans, \$200; too ripe when picked, rejected.
	Clear Creek	None	Hundreds of tiers of wood uncut for which there is sale	None.
	Chicago Park	None	None	None.
	Penn Valley	None	200 boxes grapes	None.
	Indian Flat	None	700 cords wood uncut which were planned for	Failed to spray trees.
	Forest Springs	None	None	None.
	Peardale	None	None	None.
	Birchville	None	None	None.

DETAILS OF 1917 CROP LOSSES DUE TO INSUFFICIENT OR INEFFICIENT HELP AS
REPORTED AT FARM CENTER MEETINGS—(Continued)

County	Center	Acreage decrease	Loss in quantity	Loss in quality
Placer.....	Mt. Vernon	None	None	None.
	Loomis	None	None	None.
	Mt. Pleasant	None	None	None.
	Allen	None	None	None.
	Sheridan	None	None	None.
	Gold Hill	None	None	None.
	Weimar	None	None	None.
Riverside.....	Corona	None	None	Some apricots overripe.
	Elainore	1 case reported where corn could not be planted.	20-25 tons fruit dropping.	Overripe fruit; losses not greater than usual.
	Perris	None	Considerable loss; shattering of grain	Several cases alfalfa too ripe before could be cut.
	Banning	None	None	None.
	Nuevo	None	None	None.
	Fruitvale	None	None	None.
	Jurupa	None	None	None.
	Little Lake	None	One man had loss due to lack of labor when harvesting fruit	None.
	Arlington	1 case	Unable plant corn	None.
	Cochella	None	None	100 A. onions delayed in planting; bring lower price than if planted earlier. \$2000 lost due to lack of labor to harvest alfalfa at proper time.
Sacramento.....	Elverta	None	None	None.
	Elk Grove	None	1/4 alfalfa on 15 A.	10% grapes dried on vines.
	Arcade	None	None	10% loss of peaches due to labor and shortage of cars.
	Galt	None	15% grapes; 20% alfalfa lost on cutting	50% alfalfa stayed too long in field, both before and after cutting.
	Rio Linda	None	None	None.
	Consumne	None	None	None.
	Fairoaks	None	None	Slight loss in almonds.
San Joaquin.....	Escalon	None	None	None.
	Acampo	None	None	None.
	Thornton	None	None	None.
	Bellota	None	One farmer reported 5-10% loss in cultivation	None.
	Lockeford	None	\$5000 loss because alfalfa could not be handled at proper time	5-10% table grapes sold for wine; unable to be picked soon enough.
	Ripon	None	None	None.
	Manteca	None	10% tomatoes spoiled	None.
San Bernar- dino	Linden	None	40 tons of alfalfa	None.
	Farmington	None	Slight loss, due trouble getting cars	None.
	Fontana	None	None	None.
	Highlands	None	None	None.
	Chino	None	None	None.
	Daggett	None	None	None.
	San Bernardino	None	Considerable loss through inability to get men to thin sugar beets at proper time	None.

DETAILS OF 1917 CROP LOSSES DUE TO INSUFFICIENT OR INEFFICIENT HELP AS
REPORTED AT FARM CENTER MEETINGS—(Continued)

County	Center	Acreage decrease	Loss in quantity	Loss in quality
San Diego	Lucerne	None	None	None.
	Potrero	None	None	None.
	Alpine	None	None	None.
	Jamue	None	None	None.
	Jamecha	None	Some shattering of grain; impossible estimate loss	None.
	Del Mar	None	Unable to get but one bean-cutter; shortage one cutter; loss here	Beans shelled out in field; \$100 bean loss.
	Encinitos	None	None	None.
	Bonsall	None	None	None.
	Fallbrook	None	None	None.
	Escondido	*	None	* See footnote.
	Poway	None	8-10 tons dried peaches	1/2 of 50 A. of barley.
	Lakeside	None	15 A. of potatoes; unable to dig right	None.
	Ramona	None	None	None.
Solano	Julian	None	2500 boxes apples, partially due labor shortage. Hard to get labor for short period of apple harvest	None.
	Solano	None	None	None.
	Fairview	None	None	None.
	Claus	None	None	None.
	Patterson	None	None	None.
	Jennings	None	None	None.
	Keyes	None	None	None.
	Denair	None	None	None.
	Hughson	None	None	None.
	Mt. View	None	None	None.
	Clarkeburg	None	None	None.
	West Sacramento	None	None	None.
	Madison	None	None	None.
Yolo	Zamora	None	None	None.
	Winters	None	Loss of 10% of \$250,000 dried fruit crop estimated, and 15% of green fruit crop, also valued at \$250,000	Considerable fruit over-mature; included in previous estimate.
	Dunnigan	None	None	None.
	Willow Oak	None	None	None.

* Schulte had tomato plants and land. In July offered use of land, plants and water for half; no takers. G. S. Bowler had 35 A. sugar beets thinned but was four men short. Mr. Oaks had plants for 40 A. tomatoes, 15 A. cabbages; no help, no planting.

**DETAILS OF LOSSES DUE TO SHORTAGE OF LABOR AS REPORTED BY COUNTY FARM
LABOR AGENTS OTHER THAN FARM ADVISORS**

County	Loss in acreage	Loss in quantity	Loss in quality
Amador	None	None	None
Del Norte	None	None	None
El Dorado	None	Very small	None
Mendocino	Some in beans	Some in grapes	None
Plumas	None		
San Benito		50 t. dried apricots	Much inferior quality in apricots
San Luis Obispo	None	None	None
Santa Cruz	None		
Sierra	None	None	None
Siakiyou	None	None	None
Sonoma	None	10-25% in grapes and apples	None
Tulare	None	None	First crop alfalfa suffered

DETAILS OF LOSSES DUE TO SHORTAGE OF LABOR AS REPORTED BY PRIVATE FIRMS

No.	Loss in acreage	Loss in quantity	Loss in quality
1		No loss	No loss.
2			5-10%.
3		No loss	15% in weight on green prunes
4	Could have signed up more acreage had labor been in sight.	33 1/4% of loss of 6692 tons beets. 660 A.	66 2/3% of loss, or 13,383 tons 1338 A.
5			
6	13 A. not planted; couldn't hire tractor or teams time.	35 tons pears rotted; delay in transportation. 11 tons pears not cut due to lack labor; 10 tons peaches rotted on ground	1300 boxes pears and 30 tons dried peaches; did not develop. Couldn't plow soon enough account breaking in new man at pumphouse.
7	20 A.	\$1000-\$2000	\$1000-\$2000.
8	None	Part of fifth cutting of alfalfa. Several litters of pigs from coyotes; couldn't look after them properly farrowing time	None.
9	None	None	None.
10	None	Trouble getting box shook has extended green fruit season, and will extend raisin season. Packing houses at Fresno running 50% capacity due lack of help and lateness delivery shook boxes	None.
11	None	None	None.
12	80 A.	Land not properly worked due to scarcity of labor	Only three-quarters acreage was properly worked.
13	40 A.	10% on potato crop; 50% on Holland bulb crop	10% on corn silage; 40% on Holland bulb crop.
14			
15	None	No loss	No loss.
16	None	20% tomatoes	20% tomatoes.
17	None	25 A. corn overrun with weeds; got 4 tons per acre instead of 10 tons.	
18	None	20% grape crop by shrinkage, due to shortage labor	

DETAILS OF LOSSES DUE TO SHORTAGE OF LABOR AS REPORTED BY PRIVATE FIRMS—
(Continued)

No.	Loss in acreage	Loss in quantity	Loss in quality
19	None	None	None.
20	None	None	None.
21	None	None	None.
22	None	10,000 boxes pears	10,000 boxes pears as seconds.
23	None	None	None.
24	None	Fair weather alone prevented large losses	None.
25	None	None	None.
26	None	None	None.
27	None	\$258	\$1000.
28	None	None	None.
29	None	None	None.
30	None	None	None.
31	None	None	None.
32	None	1000 sacks beans; not enough labor to put in second crop promptly and well	None.
33	None	5% fruit dropping	None.
34	20 A. Couldn't get hay baled in time to plant beans.		None.
35	None	None	None.
36		25,000 tons alfalfa lost, due to lack of labor to irrigate land which stood idle or was fed	11,000 tons of alfalfa fed when other feed was available.
37			
38		Very small	Very small.
39			
40		\$400-\$500. Neighbors report loss of half of tomato crop	
41			
42			
43		Small	Small.
44	2500 A. rice, 2500 A. corn	Small, owing to long, favorable, dry season	Small.
45			
46			
47		No losses so far but liable to be as labor very short	
48	600 A. Couldn't secure Fresno scraper men.		
49	None	50 tons alfalfa; no irrigators	None.
50	None	None	None.
51	3000 A. Preparing bean land \$15,000 gross. 800 A. beets, \$50,000 gross. Interest in tax loss, \$50,000. Preparing tomato land, \$5000.	Defection in bean seed, \$4000; 1 cutting alfalfa on 1200 A., \$2500	160 A. potatoes, \$10,000.
52	None	None	None.
53		Beans, 4000 A., \$120,000 gross; corn, 4000 A., \$60,000 gross; potatoes, beets, etc., \$25,000	Covered under quantity.
54	None	None	None.
55	None	None	None.
56	None	2 crops alfalfa on 1000 A.	Corn, beets, beans.
57	None	33¼% loss on horn, beans, beets	
58	None	None	None.

DETAILS OF LOSSES DUE TO SHORTAGE OF LABOR AS REPORTED BY PRIVATE FIRMS—
(Continued)

No.	Loss in acreage	Loss in quantity	Loss in quality
59	Reduced beet average.	Partial loss 17 A. beets	100 tons overmature alfalfa hay.
60	None	None	None.
61	None	None	None.
62	None	Small loss of beans and citrus	Citrus, some overripe.
63	None	None	None.
64	None	None	None.
65	None	None	None.
66	None	None	None.
67	None	3 tons raisins; lack of labor in curing	Slightly reduced.
68	None	None	None.
69	None	None	None.
70	None	None	None.
71	None	\$1000 fruit loss	\$500.
72	None	20% grapes	10% prunes.
73	None	None	None.

Additional Evidences of Losses.—Field observations during the season indicated the occurrence of losses due to lack of sufficient labor. In several instances sugar beet fields suffered from serious weed growth, due to lack of help to cultivate and hoe. During the harvest season, because of unskilled toppers, an appreciable loss resulted from improperly topped beets, conservatively estimated at from 10 to 15 per cent of the crop. A number of Imperial Valley cotton fields were partly abandoned because of lack of men to hoe and thin out the crop. In the deltas weed growth seriously interfered with development of the bean crop in certain fields, and in at least one case caused the abandonment of the crop. Lack of help in certain hay fields tended to delay planting of summer crops, resulting in a lowered quality of the hay and a reduced output. Due to lack of men to pick up sacks, several ranchers had to quit harvesting and use the machine crews to clear the field of sacks. In at least one case the quantity and quality of the asparagus output was seriously reduced. Inability to keep up hay crews resulted in a decreased output of baled straw. Loss of fruit due to inability to get experienced pickers and cutters occurred in a number of instances. The wood output of one ranch alone was reduced 50 per cent because of lack of wood choppers.

On the other hand the evidence proved a far less loss than early spring estimates indicated. Several investigations into reported shortages of labor failed to substantiate the facts as originally given.

At a meeting held November 17 in Fresno by eight County Councils of Defense of San Joaquin Valley the following developed:

Stanislaus County—No losses. No worry about meeting labor another year.

Merced County—No losses, but production not up to maximum; labor short.

Madera County—A grain county, no serious difficulty in getting men nor nor any great drawbacks to production.

Fresno County—Not especially short of labor but quality not as good.

Kings County—Paper read showing shortage, statements challenged by other delegates from same county.

Tulare County—No shortage this season.

Kern County—No remarkable examples of losses.

San Joaquin—(No representative present.)

Survey by Commission of Immigration and Housing.—When the beet sugar companies of southern California were ready to release about 1700 imported Mexicans for cotton picking in Imperial Valley, in answer to a demand for 5000 men, the Commission of Immigration and Housing through its field men made a farm to farm canvass to ascertain the actual needs. As a result of covering 216 farms, or over half the cotton acreage of the American side, a need was found for 1000 men instead of 5000 as originally claimed, 500 of which the farmers expected to obtain locally without any difficulty.

On December 13, with cotton still being picked, there were numbers of idle men unable to secure employment at various Imperial Valley towns, indicating a surplus of help.

INDICATIONS OF INCREASING LABOR SHORTAGE RESULTING FROM A COMPARISON OF 1917 WITH 1916

The indications used as a measure of an increasing shortage are:

- (a) Payment of higher wages.
- (b) Providing of better living conditions.
- (c) Efficiency of labor.

An investigation of these factors was made a part of the inquiry described on pages 38 to 44. Details are omitted for lack of space, but are on file and available in this office.

In general the records indicate a marked increase in wages, although in some cases wages are still stationary. Where increases have taken place a uniform average of about 40 per cent has occurred.

Very little has been done to improve housing or boarding conditions.

A very few reports show a slight readjustment of hours.

Much complaint of reduced efficiency occurs, particularly among the large employers. Of the farm centers about one-half report the same efficiency during 1917 as in 1916, while the remaining half, with a few exceptions, report reduced efficiency. Of the large employers the great majority report reduced efficiency. When stated in percentages, 1917 efficiency over 1916 is rated at about 75 per cent by those offering evidence of a reduction in capacity.

Whenever opinions are given, farmers are quite uniform in ascribing the cause to drink, too much money, and too great ease in getting jobs, which combine to make for independence; and the greater use of inexperienced help.

FARM CENTER REPORTS

Wages.—Of the 132 Farm Centers reporting, eighty centers present data covering percentage increase in wages during 1917 over 1916. The increase ranges from 5 to 100 per cent. The average increase is 40 per cent, leaving out eighteen cases where 1916 wages are not stated.

Housing.—The providing of better housing is reported in only five instances.

Board.—Providing of better board occurred in but one case.

Efficiency.—Of the 132 farm center meetings reporting it is significant that only one reports better efficiency of labor in 1917 over 1916, while sixty report the same efficiency, and fifty-three report a reduced efficiency, which, in the

fourteen cases where figures are given, ranges from an estimated efficiency of 90 per cent to but 60 per cent, or a general average efficiency of 75 per cent when compared with 1916.

Of the sixty centers reporting the same efficiency the principal counties reporting this condition are Fresno, Glenn, Madera, Napa, Nevada, Placer, Solano, and Yolo.

Counties prominent in reporting less efficiency are Humboldt, Imperial, Kern, Merced, Riverside, San Joaquin, and San Diego.

REPORTS FROM COUNTY FARM LABOR AGENTS OTHER THAN FARM ADVISORS

Wages.—Of ten county agents reporting on this matter nine indicated that wage increases had occurred in 1917 over 1916 ranging from small to 100 per cent, or a general average, as near as can be given, of 40 per cent.

Living.—One county agent reports improvement in housing and board; the others do not report on this part or else state "no change" or "already satisfactory."

Efficiency.—Of the nine reports received covering the efficiency of farm labor, two find no difference, five report a reduced efficiency, one finds them more efficient but more discontented, while one finds floating labor more independent.

Reasons advanced for the less efficiency are drink, higher wages apparently paid in other industries, and loss of best men by military draft.

REPORTS FROM PRIVATE FIRMS

A description showing the conduct of this investigation is given on pages 38 to 44. Details are omitted here but are on file, where they can be consulted by anyone wishing to see them.

Wages.—Of the seventy-three private firms reporting, fifty-nine report paying increased wages 1917 over the corresponding period of 1916, ranging, when stated in percentages, from 10 to 100 per cent, or a general average of 40 per cent, which corresponds with the increases noted in the preceding reports.

Better Board.—Four firms report better board.

Better Housing.—Four firms report better housing.

Readjustment of Hours.—Seven firms report shorter hours.

Efficiency.—Thirty-seven firms report a reduction in efficiency of labor ranging, when stated in percentages, from 20 to 66½ per cent, or a rough average of 35 per cent. Nine firms complain of labor but do not make specific statements. Seven firms report no change in efficiency. Three reports credit labor with greater efficiency, one primarily to institution of piecework basis.

SEARCHING OUT SUPPLIES OF LABOR

Efforts to develop supplies of labor by various commercial firms and farmers' organizations have brought about some interesting results.

Work of the Beet Sugar Companies.—By far the best organized and executed plan having to do with the importation of labor is that put in operation by the six southern California beet sugar companies. Mexicans, the principal labor available for southern California beet fields, were extremely difficult to get, especially as what labor there was combined in an attempt to hold up wages. Conditions were so bad in August, when the harvest of the crop began, that

the southern California sugar companies combined to import Mexicans from over the border under special agreement with the United States Department of Labor.

A conservative estimate indicates that 1700 Mexicans have been imported from Eagles Pass, El Paso, Douglas, and Nogales, including perhaps three hundred imported independently by the sugar companies north of Tehachapi. The sugar companies' organization paid these men because of its responsibility under the contract, but collected from the growers what each man earned. Most of these men came into California very needy and many of them appeared to have been insufficiently fed. The number along the border ready to come into the states is said to be almost unlimited, this being especially true of the state of Chihuahua.

The cost of importation was high, especially if a man worked his time out and thus earned free round-trip transportation. In the latter case it averaged over \$60 a head. No cash was paid until the laborer had worked out his passage, though shoes, clothing, money orders to Mexico, etc., were furnished as needed and charged to the laborer's account. Some trouble has been encountered by those interested in the importation of Mexicans to make the necessary arrangements on the Mexican side. The importers of these men found it necessary to place guards in the railroad coaches bringing these men to El Paso and elsewhere, in order to prevent desertions which might cancel the entire movement.

Since the form of agreement tends to indicate the attitude of the United States Department of Labor, and prescribes the limitations of importation, a copy is herewith presented in full, since it may prove valuable to any who contemplate importation of labor from this source or under similar auspices.

THIS AGREEMENT, made by the undersigned sugar manufacturing companies operating in the southern part of the State of California, with the United States of America, WITNESSETH:

THAT WHEREAS, the undersigned desire to import Mexicans from the Republic of Mexico, for employment in the sugar-beet fields of southern California tributary to the factories of the undersigned, and for no other purpose; and

WHEREAS, the undersigned desire to conform in every respect with the regulations prescribed in connection therewith by the Government of the United States.

NOW THEREFORE, in consideration of the consent of the United States of America to the importation of such Mexicans, and their exemption from the operation of the illiteracy, head-tax and contract labor provisions of the immigration act of February 15th, 1917, the undersigned jointly and severally undertake and agree with the United States of America that any laborers imported from Mexico pursuant to said plan shall be employed exclusively in agricultural pursuits; that none but healthy, able-bodied aliens will be imported; that transportation shall be advanced by the undersigned for each alien to the place of his employment; that two unmounted unretouched photographs shall be furnished as to each alien; that unless their period of stay in the United States shall be extended by the proper authorities, such aliens so imported will be returned to the border and delivered to the immigration officer or officers at the port where they entered, within six months from the date of the original entry; that if necessary the undersigned will pay the cost of the return of said aliens to such port of entry.

That as soon as said importation begin the undersigned will establish a bureau or department and operate the same continuously up to the expiration of the period during which such aliens are entitled to remain in the United States, for the purpose of at all times keeping in touch with such aliens and reporting their movements, places of employment and names of employer to the proper immigration authorities; that monthly reports will be made on or before

the 15th of each month by such bureau or department to the officers in charge of the immigration service at the port or ports where entry is affected, showing by identification card number the name and location, and character of employment of each alien on the last day of the preceding month. Said reports to be in duplicate.

The said bureau or department will immediately report all desertions which may occur to the officers in charge at the port or ports of entry, and to the Inspector in charge of United States Immigration Service, Los Angeles, Calif., including in such report all the facts in connection with said desertion, so far as the same can be gathered by said bureau or department, and all the information which said department or bureau can obtain concerning the reason for desertion, the location of the aliens, the nature of his subsequent employment, if any, what steps were taken to prevent his desertion, and what steps are being taken to effect a return of the alien to his work or to the port of entry; that the undersigned will use every reasonable means to prevent such desertion by insisting upon proper housing and feeding and care for the welfare of such aliens, in all cases where such aliens do not elect to house or feed themselves; that they will see that all aliens imported hereunder are paid the scale of wages prevailing for work of similar character to that in which they are engaged in the community where such aliens are employed.

That they will promptly report such aliens as fail to live up to the conditions of their admission, to the nearest immigration officer; that they will endeavor by every proper means, at their own expense, if necessary, to return to the port of entry such aliens as persist in engaging in pursuits other than agricultural, and where such removal to the border is resisted, that they will present the facts to the nearest immigration officer for appropriate action.

In case of transfer of laborers from one place or employer to another, the said bureau or department of the undersigned, before any such transfer is made, or as soon thereafter as practicable, will fully advise the proper immigration officers at the port of entry of the change made or contemplated, in order that they may have a record of the name and location of the new employer.

That all aliens imported will upon entry be presented to the immigration officer for proper medical and civil inspection, as well as registration; and

Generally, the undersigned undertake that they will in the highest good faith, and to the utmost of their ability, conform to all regulations and requirements imposed by the Government of the United States in this connection.

It is understood that the aliens to be imported as above set out will not, generally speaking, be employed directly by the undersigned, but will from time to time be employed by different persons in the territory tributary to the said factories of the undersigned, for the purpose of harvesting, caring for and delivering sugar beets which the growers are under contract to deliver to the undersigned; and it is further understood that all expense of importing such aliens and of conducting the department or bureau for reporting concerning them, and all other expenses in this connection, except the actual payment of wages to the laborer, is to be at the cost of the undersigned, and not of the growers.

That the bureau or department established by the undersigned, as hereinbefore provided, will at all times during the term for which said aliens are legally entitled to be retained in the United States, constantly keep in touch with said aliens and their employers, from time to time, and furnish the Government of the United States with full and accurate information regarding the employment and conditions of such aliens.

IN WITNESS WHEREOF, the undersigned have caused these presents to be executed by their proper officers, thereunto duly authorized, this _____ day of _____, 1917.

LOS ALMITOS SUGAR COMPANY.

By _____

AMERICAN BEET SUGAR COMPANY.

By _____

ANAHEIM SUGAR COMPANY.

By _____

HOLLY SUGAR COMPANY.

By _____

SANTA ANA SUGAR COMPANY.

By _____

SOUTHERN CALIFORNIA SUGAR COMPANY.

By _____

OBTAINING HELP FROM ADVERTISING

Conflicting evidence concerning obtaining of help from advertising has been obtained the past season.

Work of the Valley Fruit Growers' Association.—In order to meet the anticipated shortage of labor in the Fresno District, particularly in raisin grapes, the Valley Fruit Growers' Association of Fresno opened and conducted an employment agency. This was continued until August 23rd, when the Public Employment Bureau of the State of California, fostered in its work by the Valley Association, opened an office.

As a result of its activities a report of the Valley Fruit Growers' Association under date of September 19th, states: "There is an adequate supply of labor to meet all demands, and at present at least 85% of the raisin crop is on the trays." On September 21st, Mr. W. Flanders Setchel, actively engaged in executive duties connected with the association, stated that he thought at least 90% of the muscats were on the trays and that 50% of the Thompson seedless grapes were in the boxes with the rest of the crop on the trays. The only reason that there were any raisin grapes on the vines was because the trays were being used for peaches and not because of a shortage of labor.

The labor need was met by wide publicity of the opportunities which existed in the San Joaquin Valley to make high wages. Through the agency of the Valley Fruit Growers' Association, advertisements were placed in the local papers and in large cities calling attention to the high wages that could be made by piece work in comparison to those being made in town. As a result the association was flooded with inquiries and people began to flock in from all directions. Many families came by automobile and camped out. The work was in the nature of recreation to many people and paid enough to more than meet the expense of the outing.

Through the co-operation of the Bureau of Indian Affairs, Department of the Interior, an order was issued closing the schools on reservations until the harvest season was over. In this way many hundreds of Indian children were secured. Many more Indian adults worked in the harvest this year than ever before, as is shown by Mr. Setchel's report. This report also states that there were many Indians in Mendocino County and Nevada who were not engaged. It was considered that the expense of transportation was too great to permit of bringing in these workers.

Japanese labor contractors in all parts of the state were visited by representatives of the association and extensive advertising in the Japanese language and in Japanese newspapers was carried on. As a result more Japanese worked in the harvest this year than ever before.

Mexican labor came in large numbers, especially in the vicinity of Sanger, where there is a Mexican colony.

Hindus came from contractors at Stockton, returning at the end of the harvest.

White labor was the solution of the harvest this year, according to Mr. Setchel. Never before have farmers considered white labor of consequence because they had in mind their experience with the hobo element. This year the publicity concerning what could be made by piece work stimulated white labor to do work formerly done by the orientals, with a result that as high as twelve, thirteen and fourteen dollars per day was made for a period extending over about

three weeks. In the past this kind of work was considered by white men to be beneath them. They preferred straight pay as teamsters on jobs which would not cause them to bend their backs unnecessarily, and stood by while the orientals working in the harvest made three or four times as much by piece work. This year white men have bent their backs and in so doing have given the utmost satisfaction. Mr. Setchel was very optimistic over the white labor proposition and believes that it was due to white labor this year that wages were not boosted by contractors employing foreign labor.

The Valley Fruit Growers' Association is planning a scheme for the registration of laborers in the season of 1918, for the purpose of simplifying the supply of labor for the ensuing years. This plan contemplates the registration of employers who need labor for 1919. Obviously such a plan might well be tried on a larger scale all over the state during the coming season.

Finances for securing of labor by the Valley Fruit Growers' Association have been obtained by subscriptions from members at the rate of five cents an acre.

Work at Blythe.—Cotton growers in the vicinity of Blythe, anticipating trouble in securing sufficient pickers to care for the crop, early instituted an advertising campaign of considerable extent, which resulted in the receipt of twenty to thirty letters asking as to the possibility of employment.

Most of these inquirers wanted their transportation paid, nevertheless up to September 12th a considerable number of people had drifted into Palo Verde Valley for the season.

Unfortunately, the first of the campaign resulted in requests for people at least two weeks in advance of the actual ripening of the crop; hence there was considerable discontent on the part of the arriving pickers. Some, however, were put to work on other jobs to tide them over, but these were less satisfactory to them than cotton picking. As a result of the campaign sufficient pickers were obtained so that when notice was sent to Blythe that a supply of Mexicans was available to help them in their harvest, they replied that they had sufficient pickers.

Work in Imperial Valley.—Imperial Valley farmers in meeting assembled June 30th, agreed to tax themselves 35 cents per bale of cotton and 10 cents per ton of grain sorghum produced in the season of 1917 to provide a fund to be used in attempts to obtain and bring in labor for the harvest season. A county agent was appointed and an active campaign instituted to bring in Mexicans and Texas families.

Due to difficulty in arranging for the collection of dues, a modification of the plan had to be introduced later. Figures are not at hand showing importations. Because of the shortness of its crop Texas offered the logical field and families were imported from there and from Oklahoma for the Imperial Valley cotton picking and corn harvesting season. The number of these families is reported to be about 500.

In November we were advised that the Imperial County supervisors had agreed to levy a tax of a few cents per acre to create a fund for importing and distributing labor on a large scale for the season of 1918.

Experience in Oakland.—As an example of unearthing a potential supply the experience of Mrs. James Hamilton, chairman of the Agricultural Committee of the Oakland unit of the National Defense Council, provides some interesting

data. In answer to a request from an Oakland cannery, after due investigation, and satisfying herself that conditions were satisfactory, Mrs. Hamilton promised to raise at least 100 women for the cannery the following Monday, the conference taking place on Saturday. The only advertisement was a seven-inch news item appearing in the newspapers. All day Sunday Mrs. Hamilton and her assistant received numerous calls and the first seventy were asked to be at the cannery on Monday morning and responded unanimously, so that they forced the regular hands to return to work. Mrs. Hamilton believes that 200 women could be easily employed at a few hour's notice.

The Drive for Hemet Cannery Help.—The California Growers' Association at a cost of \$853, secured 141 people, many of whom were Los Angeles Normal School girls, for their Hemet cannery, 15 of whom disappeared after securing their first meal and night's lodging. A three weeks' campaign was inaugurated, but it is worth noting that only \$15 was spent for newspaper and \$10 for motion picture advertising. The manager of the Los Angeles office believes many more could have been secured. The rest of the fund was used to advance transportation (\$350); to furnish quarters (\$370); while other charges (including two free meals) amounted to \$128, thus advertising and overhead together amounted to about \$153.

Outside of furnishings and transportation the cost per person amounted to but \$1.09 for each individual obtained.

Only about 50% of those reaching Hemet were still on the job one week after arrival. As a general rule, these city women were considered to be about two-thirds efficient, but made not less than \$1.50 on apricots per day when cutting on piece work at 15 cents per box, and canning at 4 cents per tray. The majority were making from \$2 to \$2.50 per day and some \$3 and even \$4, all working 12 hours. The company furnished cots, blankets, and housing in a burned out hotel and in the school houses. They had also provided a teacher for supervising the children of the workers. It was apparent that those who meant business were actually at work and willing to stay.

The Outcome in Riverside.—W. B. Parker, Farm Adviser for Riverside County, made a strong attempt through well placed newspaper articles and editorials to get 100 women and girls over 16 years of age to cut fruit for canneries in his county, including the Hemet Cannery. The gross result of his campaign was only 20 women, 12 of whom were negroes and all of whom frankly admitted that the motive of their response was financial rather than patriotic.

In his newspaper campaign for fruit cutters, Mr. Parker offered 12 cents a box and stated that women or girls of 16 could make over \$2. At least a month's work was offered, with chances that it would continue for a longer period and under the best of conditions. His appeal to patriotism is indicated in his articles: "The nation needs this fruit and we are appealing to the women and girls of Riverside to come forward as a patriotic duty to help preserve this food stuff." Further on: "This is the first opportunity that the women and girls of Riverside have had to do their bit in solving the labor problems in connection with the food supply, which is so important for winning this war for democracy. Are they going to meet it?"

Horst's Idea.—As a successful employer of city dwellers, employed to pick hops in numbers up to 10,000, the point of view of Mr. E. Clemens Horst, of San Francisco, is especially worth while.

As a result of a conference on August 21st it developed that Mr. Horst believes 25,000 city dwellers can be drawn from the bay regions for emergency help in harvest to do that kind of work for which they are fitted. With a season running fifteen days, a car fare expenditure of \$10, and average earnings of \$1.50 or less a day, he has had good results with thousands of these people. He bases his success upon "a profitable outing" idea. He points out that this kind of labor can only be handled by large employers who are willing to furnish proper living conditions, such as beds, water, latrines and stoves, who will provide entertainment and treat the people as equals. By utilizing these simple ideas he has been able to gather people from long distances, the same crowd returning year after year.

He believes that stress should be placed upon the vacation idea, and not upon this methods as a means of making money. Reduced railroad rates can be secured, and it is usual for the employer to retain half of the ticket until the work is done. It need hardly be mentioned that Americans must be kept by themselves, and not work with Asiatics.

Ukiah's Attempts.—In answer to our request for advices concerning attempts to obtain labor for certain bean canneries working on government contracts, Mr. Claude Van Dyke, County Farm Agent for Mendocino County, writes:

"Answering your communication relative to the patriotic appeal to the residents for help with the harvests:

"The campaign was carried on through the local press for several weeks. It was taken up with the different ladies' societies, church organizations, etc., and the public was generally informed of the imperative need of labor in filling government needs for canned beans and other foods.

"The results were quite favorable. Women who had never done outside labor, as well as many who had never done any considerable home work, joined in with much interest. There was practically no loss due to labor shortage.

"The wages paid were slightly advanced over that paid preceding years. The patriotic answer of the people is directly responsible for much assistance."

Result of a Test Survey in San Francisco.—A worker of the Association of Collegiate Alumnae tried out a questionnaire arranged by us to test the available potential supply of city dwellers who might be available for emergency farm work. Results brought in by her from 100 San Francisco families showed as follows:

Twenty homes in a poor district yielded no result.

Forty homes in a comfortable middle class district yielded one lodger, who might be enrolled, but was uncertain.

Forty homes in a district where the families were supported by small regular earnings, were equally unresponsive.

Use of Boy Labor.—Much popular interest centers in the farmers' use of schoolboys and a part of our work consisted in checking up, so far as we were able, the degree of success attending their employment. The use of schoolboys during the summer has been very general and this season's experience has proven them to be a valuable factor in farm activities.

To employ student or boy labor the essential factors are (1st) work that can adequately be performed by this type of labor; (2nd) proper housing and food, including segregation from the typical low type of transient farm labor; (3rd) a wage scale that is adapted to both the type of work and boy labor, piece work being best; (4th) supervision other than agricultural, i.e., a super-

visor who will act as a councilor for the boys and care for their comfort, moral life, etc.

The ideal situation was found to be where the employer feeds the boys and furnished tents, cots or other satisfactory living quarters. However, where larger groups of boys are concentrated in one camp is is sometimes possible for them to furnish their own equipment, cook food, etc.

Much if not all, of the success attending the use of high school students can be ascribed to the proper selection of boys for the work, followed by the employer's ability to handle the boys, wage scale and proper living conditions.

Constant care should be exercised to make sure that the student recognizes the serious nature of the work upon which he is embarking. In a few cases, even when care is exercised, thoughtless students have greatly injured the effectiveness of the work by lightly entering upon farm service and as lightly giving it up.

Some careful system of keeping in touch with the men is exceedingly important. If the confidence of the farmers is to be won and maintained they must have the assurance that they will not find themselves without help just as the busy season is approaching. Every effort must be made to keep the boys steadily at their task. For young students, more especially high school students, some form of direct supervision, probably in camps, seems essential.

Absorption of Child Labor.—About June 20th, Mr. Will C. Wood, Commissioner of Education for Secondary Schools, secured figures from 140 out of the 306 high schools of the state to show the number of boys and girls available for farm work during this summer vacation. None of the Oakland schools responded because they were already closed, likewise the San Francisco schools, save only the Mission High, while figures were also lacking from six of the eighteen big high schools in Los Angeles. Other large schools failing to report were Bakersfield, Modesto, Pasadena, Pomona, Riverside, and San Diego. Reports were received concerning scarcely one-half the high school enrollment of the state. Eleven of the reporting schools, none of them from the large cities, made virtually blank reports. The total enrollment of all the reporting schools was 13,000 boys and 17,000 girls. Two thousand three hundred boys and 1800 girls expected to be employed at home; 3300 boys and 2400 girls were noted as ready to work on farms in their home neighborhood; 2100 boys and 500 girls indicated a readiness to work at a distance from home. Two hundred and sixty-nine men and 149 women teachers volunteered to help in one way or another, as group leaders or camp directors.

July 11th, in connection with hurry calls for 60 more boys from Sonoma and Sacramento Counties, an attempt was made to find high school boys. Efforts to obtain these lads through the high schools of San Francisco, Oakland, Berkeley, San Rafael, Benicia, Stockton, Oakdale, Petaluma, Sacramento, and Marysville, proved fruitless. Only one school could offer any boys, and these were too young to be used. Three or four boys were, with difficulty, secured in Berkeley and San Francisco by phone.

On July 14th, circular letters were sent to 93 other schools to ascertain the status of their lists concerning boys available either for neighborhood, or for work away from home. To the total inquiries made, 93 answers were received, each with monotonous regularity reporting their boys at work almost to the last one, and expecting to stay at work.

The outstanding fact is that high school boys have been absorbed by local demand wherever available and no surplus labor of this nature has been open for other counties.

Sebastopol Berry Fields.—The berry fields of the Sebastopol section drew more heavily upon organized boy labor than any other section, and during the season used fully 400 youngsters of upper grammar grades in addition to its local supply.

We were much interested in seeing how matters turned out, and several trips were made by representatives of this office into the field. After the season was over, thanks to the courtesy of the leaders, we were permitted access to the records of the various camps, and offer certain findings of a rather striking nature.

The length of the season depends upon the weather, but, roughly, runs from the middle of May to about the first of July for loganberries, and from about the first of July to about September 1st for blackberries.

The principal camps were:

1. A camp of 158 from the Boys' and Girls' Aid Society, San Francisco, located on the Barlow Ranch for twelve weeks, ending about September 1st.
2. The Plymouth Center Camp from Oakland, starting with members under direction of Mr. W. D. MacDonald, assigned to the Kinley Ranch, worked there from June 6th to July 20th.
3. Fifty-four Oakland Boy Scouts, in charge of Mr. Henry Raphael, working for Mr. Lee Maddox, remained 38 days, beginning about June 12th.
4. Twenty-eight Berkeley Boy Scouts encamped on the Gold Ridge Orchard Company's lands and working for them, in charge of Mr. Percy R. M. Jenkins, remained in the field from June 14th to September 1st.
5. Twenty-two children from the People's Place, working for the Fisher Ranch under direction of Miss Marion Adams, picked from June 9th to about July 21st.

Hours, Earnings and Conditions.—The Boys' and Girls' Aid Society in San Francisco has established a camp every year for many years in the Sebastopol berry district. This district has come to depend upon the large annual influx from the society. A number of the boys, being feeble minded or crippled, were only partially efficient. The working day was eight hours, farmers furnishing transportation whenever the work was more than one mile from camp. The society receives boys on commitment from the courts, and does not pretend to maintain its camp on a commercial basis. This summer, working twelve weeks, eight hours per day, they earned on an average about \$33 gross each for the season. Individual earnings range from \$18 to \$90.

The Plymouth Center boys, working on an average from eight to eight and a half hours per day, earned on an average per boy \$4.22 per day. The daily expense for board at the Plymouth Center Camp on the Kinley ranch at Sebastopol, was 31 cents, though had all the boys paid up it would have cost about 28 cents per boy. Seventeen boys, or about 30% of the whole camp, failed to make expenses, with an average loss of \$4.46, ranging from 10 cents to \$8.93. The camp ran 46 days, 57 boys present in all; of whom 20 stayed throughout, 21 from 38 to 45 days, and 16, 37 days or less. The boys were reported to have satisfied their employers, although one or two parents were very much dissatisfied with the earnings of their own sons.

Camp Director Henry Raphael of the Boys Scouts working for Maddox reported that the outing was a complete success from the point of view from which it was intended, namely, that of providing an outing for the boys, but the net earnings of 57 boys for the season were only \$90.76. The boys were charged with \$43.76 worth of kitchen utensils, hardware and medical supplies, so that the actual net earnings were only \$47.

Fifty-seven boys started camp, of which 32 were present from the beginning to the end. Of the 32 the earnings of the boys based on the plan of payment, i.e., one cent for every cup and four cents for every tray of berries, \$5 per day for camp directors and tents, tables, stoves and latrines furnished by the rancher, varied from \$6.40 to \$22.52, or an average earning of \$14.64. On several occasions the price paid the boys was increased temporarily 25% to encourage them. Moneys turned over to the boys as figured on five weeks' and three days' work, consisted of everything they earned above \$14.25, except in the case of the boys who came after the camp began.

Money brought home by the boys on this basis ranged from 12 cents to \$8.27. Boys worked on an average $10\frac{1}{2}$ hours in the field. It may be mentioned in passing that the board was not extensive in quantity, since the camp expenses for meat, fish, groceries, bread and pastry amounted to only \$381.49.

Of the 22 People's Place boys and girls taken out by Miss Marion Adams into the Sebastopol berry field, 18 were in camp three weeks or over, nine being present the entire six weeks. Gross earnings of the 18 ranged from \$6.95 to \$30.33, with an average of \$11.82. Deducting board, at rate of \$11 for six weeks, the net earnings were from \$1.84 to \$19.33, or an average of \$2.36 for three to six weeks' work.

It is interesting to note that the ages of these "children" ranged from $11\frac{1}{2}$ years to 25 years, while 14 of the 18 were from 12 years to 14 years of age, inclusive.

The nine who remained the entire six weeks made an average net earning of \$3.73, ranging from \$1.84 to \$19.33, to compensate them for their six weeks' work.

Based upon 1917 experiences it is concluded:

1st. At wages which the industry feels it can afford to pay, boys cannot average more than 75 cents to 80 cents a day of eight hours, many boys making less than this sum, of which 50 cents a day must go for camp expenses. The balance left to the boy after paying transportation is nil or negligible.

2nd. This work is justified only as a means of financing an outing for the youngsters.

3rd. All the Sebastopol camps were in the hands of good supervisors.

4th. The fare in some instances was scanty.

5th. Work of the boys is considered by all the employers, except one, to be highly satisfactory.

6th. Impression of most supervisors is that the experience is worth repeating for the good of the boys.

Report of Exploiting Boys.—A report reaching the office that less than usual wages were being paid in the berry fields was found to be without fact. Rather the reverse was true, i.e., a higher rate for this year's picking.

After a trip to the fields, Freeborn says: "The Gold Ridge Orchard Company, one of the largest of the Sebastopol berry growing concerns, is paying

last year's rate for picking plus one-third of all net increase in receipts the company is able to secure over that of 1916.

"Picking costs are considered to be one-third of the total costs. Newton Kinley is paying the same as last year plus all camp equipment and \$2.50 per diem to each of the two Boy Scout supervisors. The same applies to Lee Maddox's place.

"The 1916 rate was one cent a basket, six to the draw, or two cents a basket, two to a draw. Some growers paid a bonus of one-half and one cent per draw to those who stayed through the campaign."

Antioch Asparagus Fields.—In co-operation with Mr. W. E. Meek of Antioch, 24 Berkeley High School students were sent to Bradford Island—a dusty peat island surrounded by levee—in the Stockton delta, to assist in harvesting the asparagus crop. The boys left on May 11th under agreement to stay until June 20th.

One boy was compelled to leave on account of sickness shortly after the work started, six left at odd times from May 14th to June 10th, one was discharged for unsatisfactory service, ten quit June 10th and six remained until the end of the work.

Criticism may rightly be directed against some of the boys who, failing to possess a true sense of individual responsibility toward the work, withdrew before the end of the season or did not put in a fair eight-hour day.

Special and satisfactory camp facilities in the way of tents, showers and cook-house were provided by Mr. Meek in accordance with requirements of the State Immigration and Housing Commission and under the personal direction of one of their inspectors, Mr. E. A. Brown. A representative from the Berkeley High School stayed continually with the boys to watch over their general welfare.

As to efficiency, when working side by side with experienced help, the high school boys on an average cut 50% as much hour for hour, while the best one-third cut 70% as much hour for hour, eight hours constituting a full day for the boys, as against eleven hours for the regular help.

The boys had certain grounds for complaint from their standpoint in the lack of variety of fare, although the food was fully as good and in some respects better than the average California ranch furnishes. Then, the daily earnings were not as high as the boys had reason to expect. This caused considerable dissatisfaction. Working on a piece basis the average earnings, from which 50 cents per day was deducted for board, gave during the period, when the majority of the boys were employed, i.e., every day from May 11th to June 10th, as follows:

Average earning per day before board was deducted for all boys, about 91 cents.

Average earning per day after board was deducted for all boys, about 41 cents.

Total number man days employed, 591 man days of eight hours.

Total number man days not working, 67½ man days of eight hours.

Percentage of days boys laid off, one-half and full days, 11%.

For best one-third:

Average earnings per day before board was deducted, \$1.13.

Average earnings per day after board was deducted, 63 cents.

After June 10th the rate of pay was increased about 50%.

High school boys were not a success in the asparagus fields, because the work is of a kind and under field conditions such that boys are not able to earn enough to compensate them for the amount of effort demanded.

Vorden General Ranch Work.—About June 8th a request for nine high school boys was filled by us for Mr. M. C. C. Van Loben Sels of Vorden. These boys were employed for general farm work—hoeing beans, clearing land, digging ditch, irrigating, levee, building fence. All the boys stayed with the work in accordance with their original agreement.

No resident representative was with them, regular inspection trips being made from this office. As to the way things worked out, I quote from a letter received from the owner in which he asks for 15 additional boys and said: "We are very well pleased with the boys we have and hope you will be as successful with the other selection." Unsolicited statements were sent in by two of the boys telling how well satisfied they were.

Mr. Van Loben Sels considers the experiment with these boys a great success and emphasized particularly the qualities of the "city boys" with whom he has dealt. It must be remembered that Mr. Van Loben Sels is an unusual man and offers unusual conditions of work. One of his chief points is that boys of high school age must not be put at heavy lifting, such as loading hay, bucking sacked grain, or handling heavy crates and lug boxes.

Fresno Fruit Work.—Without an exception reports secured in an investigation of labor conditions in Fresno County the last of September indicated the character of work done by school boys in the harvest fields was favorable.

The Y. M. C. A. at Fresno advertised for boys to do farm work and established a camp at the Sanger Y. M. C. A. about September 1st, under the supervision of Mr. Neal Locke, a Y. M. C. A. secretary. There was an average of 25 boys at this camp, ranging from 15 to 18 years of age. Younger boys could be had in large numbers, but it was not considered that they could do satisfactory work. Of all boys sent to Sanger, only five were returned on account of laziness or bad habits.

The camp, which was situated on the grounds of the Sanger Y. M. C. A., was established in response to a request from growers in this vicinity who helped to bear the expense of establishing the camp. The Y. M. C. A. secretary looked after the welfare of the boys, lined up jobs for them and had general supervision over their work. Board was charged at the rate of \$5 a week. Lunches were taken out to the boys. The boys either went to work on bicycles, or were called for by farmers.

Very few of the Fresno boys were in the Y. M. C. A. camps, most of them being placed by the Valley Fruit Growers' Association, an estimate indicating that from 800 to 900 were sent out in this way. No complaints regarding the work of these boys were turned in by the growers.

Earnings obtained in harvesting crops in the vicinity of Fresno has resulted in one boy from Bakersfield making from \$4.50 to \$5 per day picking grapes by piece work. He received three cents per tray for muscats and two and one-half cents for Thompson seedless and Sultanas. He stated that he could have had plenty of work at Bakersfield on ranches at \$2.50 per day, but considered he could make more money at piece work. Most boys have been making from \$3 to \$4 a day on piece work. The average boy can easily pick 100 trays of grapes a day. Some boys work by the day, getting from \$2.50 to \$3. The lowest wage which had been made, as far as could be ascertained, was that

obtained by picking peaches. One boy made \$14 per day picking peaches at five cents a box, even though he complained of the peaches being small and covered with red spiders.

Additional Experiences with School Children.—At the Sunlit Cannery in West Berkeley, for the week ending July 16th, 23 boys, working full time, earned \$168.26, with an average of \$7.31½ per week. The working day was eight hours. The lowest earning was \$6.24, the highest \$8.40. Fifteen of these boys were on a 16 cents per hour scale, eight of them on a 17½-cent scale. The ages of these boys ranged from 12 to 15, as follows: 12 years old, 1; 13 years old, 4; 14 years old, 9; and 15 years old, 9. No relation is apparent between the age of the boy and whether he worked at 16 cents or 17½ cents per hour. Four boys, one 17 years old and three 18 years old, worked ten hours per day, earning this same week \$56.05, or an average of \$14.01 per boy. The lowest earning was \$11.90; the highest \$15 for these four boys.

At the same cannery 21 girls working eight hours per day earned for this same week, working full time, \$124.33. The average earning was \$5.92. The range was from \$3.97 to \$12.55. These girls worked at piece rates. The range of ages is shown as follows: 12 years, 6; 13 years, 4; 14 years, 4; 15 years, 3; 16 years, 2; and 17 years, 2.

T. S. Caldwell, Y. M. C. A. camp director of 93 boys, mostly from Oakland high schools, at Sunnyvale, Santa Clara County, reported at the end of July that 100 more boys could be put to work immediately in that neighborhood, that prejudice against such boys had been completely removed by the success of his camp and that farmers were begging for more of them.

Children, young and old, and from any sources have been employed successfully in picking up prunes and walnuts, and seem to be preferable in many cases to the adult whites.

In the Alameda cherry district city boys were reported to be doing fairly satisfactory work, though requiring rather close watching lest they pick too much green fruit. Strength to carry a ladder is essential to doing this work.

During the sugar beet thinning season the Los Alamitos Sugar Company at Los Alamitos used school boys from the vicinity to assist in thinning the crop. They were not held to any given amount of work but paid so much a row, depending upon the length of the row. The results were considered successful, but constant supervision was found necessary, a drawback to extensive use of this class of labor.

Mr. William Begier, San Leandro cherry grower, in June began paying ten boys \$1.50 per ten-hour day, and advanced them to \$1.75 as fast as justifiable. These boys went back and forth from Hayward to East Oakland every day. On July 2nd he reported that the ten boys picking berries for him were so satisfactory that he expected to put 20 boys to work on apricots at \$1.50 and \$2 per ten-hour day, not including board, as the boys rode to and from their homes in Oakland.

Santa Barbara High School boys were kept working in the lima beans and melons of Ventura County from June to September with good results. Local authorities state that the boys can be used to advantage picking up walnuts, but the season (September 15th to November 15th) seriously interferes with school work.

Forty-five boys employed for a few days thinning peaches near Fresno, gave an average efficiency rated at 90%, with best one-third 100% efficient.

Four boys were discharged; the rest stayed until the end of the job, four days, being paid \$2.25 per day of ten hours.

The Kirkman Nurseries of Fresno used ten boys tying up shipments of plants. They reported them 100% efficient after a month's work and at the time of our visit none had quit or been fired.

Closing Schools.—School authorities in San Francisco, Alameda, Oakland, and Berkeley were interviewed during the latter part of July in the belief that a considerable number of high school boys now at work on the farms should be allowed to remain at work during August without endangering their school standing. The attitudes of these people differed in detail, but they all agreed to co-operate to the utmost of their ability, especially in the matter of facilitating the boys' efforts to regain standing upon their return to school. They also showed in common a readiness to allow boys to be recruited for necessary farm work after the schools should have opened, upon emergency being shown.

This office has caused much attention to be given to the inevitable clash between California crop harvest and preserving (in canneries, etc.) and the early opening of the bay schools. These schools are nearly all in full swing by the first of August. We have gotten some of the most important school boards interested in a revision of their vacation dates in the interest of 1918 crop seasons. To bring this about would materially lessen the labor difficulties of many farmers and canneries of the bay region.

Senate Bill No. 1202, chapter 192, empowers the State Board of Education to close any or every school in the state, or to postpone its opening as a war emergency measure, in order that students may be engaged in the saving of crops, provided only that no school year shall contain less than six months. The act further provides that no school district shall, because of such closing, lose any portion of its revenue and that the teachers concerned shall be paid their full salaries and may be required to go upon ranches with their pupils as group leaders or camp directors.

Correspondence with the Superintendent of Public Instruction at Sacramento indicates a considerable lack of co-operation between the different central school authorities of the state in respect to the law passed authorizing the State Board of Education to close any school temporarily as a war emergency measure. As it may yet be desirable to invoke this law, it should seem that an effort should be made to get the machinery for operating the law into good working order. This probably has not yet been done. For example, this office is still inquiring how the law could be invoked upon a sudden necessity with the State Board of Education not in session.

As a matter of general interest rulings regarding the closing of schools to permit pupils to aid in farm work is of interest to all working to relieve the farm labor shortage.

The Attorney General's office for the State of California was asked by us to render a decision concerning the closing of schools. The findings are deemed to be of sufficient interest to give in full.

"I have your communication of even date wherein you ask whether the local school authorities may close their schools to some of the pupils in order to permit them to engage in agricultural work and at the same time maintain the schools for other pupils who are not so engaged. You also ask whether, if such action is taken, the provisions of the Child Labor Law requiring permits to work and age and schooling certificates will apply. You also ask whether such action would affect the revenues of the school districts in so far as the appor-

tionment of state school funds upon the basis of average daily attendance is concerned.

"Local school authorities may, under the provisions of section 10 of the Political Code, declare holidays in the public schools under their jurisdiction when good reason exists therefor. A holiday so declared would, in all ordinary cases, deprive the school of the apportionment of state moneys on the basis of average daily attendance during the period in which the schools are so closed. In this connection your attention is directed to the provisions of subdivision 5 of section 1858 of the Political Code, which covers the matter of apportioning state school funds in school districts maintaining more than one school where a school is closed for a portion of the term. This amendment, which became effective on July 30th of this year, modifies any former construction which has been placed upon the power of local school authorities (in so far as a district which maintains more than one school is concerned) relating to the closing of schools for emergency purposes and the apportionment of the state school moneys during such periods.

"The Child Labor Law requires permits to work for minors of fourteen years of age who have completed the prescribed grammar school course and authorizes permits to work to minors of fourteen years of age who have not completed such course upon the showing that their labor is necessary to the support of a parent or guardian or of the minor. An age and schooling certificate may be issued to minors of fifteen years of age who have completed the grammar school course or who are attending night school, and a vacation permit may be issued to minors between twelve and fifteen years of age during the regular vacation of the public schools, but as to agricultural work no such vacation permit is necessary. It would seem therefore, that a declaration of a period of holidays by the local school authorities would not aid the situation in so far as the requirement of these various permits is concerned.

"Your attention, however, is called to the provisions of chapter 192 of the laws of 1917, effective May 5, 1917, reading, in part, as follows:

"During the continuance of a state of war between the United States of America and any foreign power, the state board of education, with the approval of the governor, shall have power, whenever in the opinion of a majority of its members such step is necessary for the planting or harvesting of crops or for other agricultural or horticultural purposes and is for the welfare of the state, to make an order closing, for such time as may be specified therein, any or all educational institutions supported wholly or in part by the state, or any grade or class thereof."

"This same act provides that whenever any educational institution is so closed the salary of the teachers regularly employed therein shall be paid according to the contracts of employment and that such action shall not in any manner affect the amount of money apportioned to any school district during any school year.

"Thus the legislature has committed to the State Board of Education the power to close any of the schools in the state in cases of emergency such as that suggested by you, and when this action is taken by the State Board the local school authorities should close the schools or any grades or classes thereof within their jurisdiction. If, therefore, the State Board of Education deems that such an emergency exists at this time it may so declare by resolution and the local authorities should close the schools under their jurisdiction or any class or grade thereof, but, at the same time, may continue to give instruction therein to such pupils as may desire to continue their school studies. Though attendance upon schools so closed in this manner may be purely voluntary there can be no legal objection to this course inasmuch as the teachers are paid their regular salaries even if no service is rendered and the school receives its full quota of the state apportionment irrespective of the average daily attendance.

"If the course outlined in chapter 192 of Laws of 1917 is adopted then the provisions of the Child Labor Law requiring permits to work and age and schooling certificates will not apply during the period when the schools are closed for emergency purposes in accordance with the terms of that act."

BETTER WAYS OF BRINGING EMPLOYEE AND EMPLOYER TOGETHER

The average farm laborer is only fairly well posted concerning labor needs. When he wants a job he goes to the locality where he desires work or where he thinks work is to be had. Each locality has some place where labor "hangs out," and to this place the employer experienced in getting help goes and gets his men. Some laborers are obtained through representatives who handle all business details as the so-called "labor contractor" of the Japanese and Hindus, or the more loosely connected "mayordomo" of the Mexicans. This contractor is fully recognized by both employer and employee—the employer paying a fee for all men he obtains through this source. An unofficial go-between exists when Portuguese, Greeks, Italians, Swiss and similar classes are approached. Being gregarious, these men are usually located at some boarding house and arrangements between employee and employer perfected through the agency of the boarding house keeper. Other classes of labor as Americans, English and Scandinavians, conduct their negotiations without the use of an intermediary. Such men when out of employment can usually be located at some central point where they tend to congregate, as at some saloon, or boarding house, or cigar stand, or pool room, or by inquiring at livery stables, private, state, or federal employment agencies.

Moving around a good deal and coming into frequent contact with one another, the average itinerant worker is conversant with existing conditions. Not only does he know the conditions prevailing on a given ranch, as hours, wages, kind of work, type of foreman, and living conditions, but he is keenly alive to any uneasiness concerning a shortage of labor, and awake to the possibilities of an increase in wages. Moreover, the average worker aims to enjoy life. He goes to the redwoods, in the high Sierras, and to the coast during the heat of summer, he travels to southern California for the rainy season, and he picks and chooses as best he may.

Carson Cook of the Rindge interests thinks a remedy for the present labor shortage is to be found in the organization of the industrial army under state control, the individuals and groups comprising it to be guaranteed a decent living wage, working or idle, and to be handled and moved about systematically so as to obviate conditions and shortages, relieve employer of anxiety and keep every individual at work the greatest possible proportion of the year. The scheme implies securing for laborers all that they could reasonably demand in the way of decent living conditions. One important advantage of it would be to put the chronic loafer to work.

Frank Swett of Martinez advocates that all persons wanting labor should inform the postmasters to that effect and put notices in the postoffice. These notices could also be put in the principal store in town. Word of this practice would soon pass around among strangers and they would get a definite idea of the jobs known and in fact to depend on answers which shall cover the majority of people they encounter in their search for work.

Mr. Maas, in charge of the Fresno State Employment Bureau, gave it as his opinion that much of the trouble experienced with farmers in getting help is due to the fact that they expect to get it as soon as they apply. He thought, too, that men were given poor treatment by many growers. He points out that concerns like the American Seedless Raisin Company and Kearney Ranch, which have good accommodations, experienced little trouble in getting men.

Observations in employment bureaus, both in Los Angeles and San Francisco, show that there are probably hundreds of able-bodied men in each place who will not work, but rather want a particular job at a particular wage, or else certain particular conditions of work. The notices on blackboards seem to have little effect in securing men, the practice being for the clerk to call out jobs and wages during frequent intervals and inviting the crowd to come and talk them over. The men want first-hand information. Virtually no one will consider a job where he has to pay over \$1.50 for transportation. Los Angeles employment agents say that they have known men to pay the agency charges in advance out of gold pieces, showing that large numbers can afford to wait and pick their jobs.

The manager of a prominent San Francisco private employment agency reported in September that there were six hundred unemployed men every day in the different employment agencies in San Francisco, a large proportion of whom would not work on any kind of a job. He said that labor was short everywhere but largely because of its disinclination to work. It may be suggested that this opinion represents the existence of a staple class of unemployed and of large numbers of men able to wait till they meet a job of their liking. A short time previously a contractor ordered ten men for state highway work at \$4.00 a day without board. At these wages the agency charged with obtaining the men thought it could get them at once, but it took two days of constant work. Most of the men approached said the work was too hard. One quickly finds out in employment agency lobbies that a great many men will loaf a long time before they tackle a job involving much muscular effort.

ANTI-LOAFING OR VAGRANCY LAWS

Inquiry into the present outcome in states having anti-loafing laws indicate a beneficial moral effect of such legislation and opens the way to consideration of its use in California. Some doubt is expressed as to the constitutionality and reports following somewhat more extended trials are desirable from states now utilizing this means of increasing the labor supply.

Maryland and Wisconsin have passed recent laws aiming to bring about more extensive occupation in profitable work for habitual loafers.

The Maryland Law.—With certain minor exceptions (as students and those out on strike) the Maryland law vests in the governor, as a war measure, power to compel the registration of every able-bodied male between the ages of eighteen and fifty, and insist on regular employment in a lawful and useful manner.

Provision is made for a Compulsory Work Bureau to assist the governor, their primary duties being to assist in finding evaders from registration and to find employment for the unemployed in agriculture, cannery, or state, county, and Baltimore city road and street work.

Details of wage determination, machinery for carrying out the intent of the law and penalties are fully provided.

The Wisconsin Law (Huber Law).—Wisconsin Statute, Section 697c, generally known as the Huber Law, provides that every male person over sixteen years of age who shall be convicted by any court or magistrate on the charge of vagrancy, vagabondage, petty larceny, drunkenness, or disorderly conduct, shall be punished by imprisonment in the workhouse or in the county jail at hard manual labor.

The law also states that it is the absolute duty of the sheriff to see that such persons are so employed, and to procure employment for them, and that for failure to do so the sheriff is subject to a fine of one hundred dollars for the first offense and removal from office for the second offense.

Under the provisions of this section, any place within the county where prisoners may be employed is made a part of the county jail, and while employed under the contracts of employment so made by the sheriff such prisoners are constructively within the custody of the sheriff. For refusing or neglecting to work, prisoners are subject to punishment by solitary confinement on bread and water for a period of ten days, and are subject to a fine of not more than five hundred dollars or by imprisonment in the state prison or county jail for not more than one year for escaping or attempting to escape, while so employed. For faithful performing of duties assigned to them under such contracts of employment, prisoners are entitled to a reduction of one-fourth of the time of their sentence.

EMPLOYERS' RECOMMENDATIONS FOR 1918

Farmers' recommendations, collected from Farm Center meetings, from County Farm Labor Agents others than Farm Advisors, and from private firms, details of which may be consulted in this office, have been compiled and analyzed. They are especially interesting in showing the wide range of opinions possessed by farmers as to what best constitutes the solution of the farm labor problem.

Analysis and Summary.—In general the following half dozen farmers' recommendations stand foremost, in order of most frequent repetition:

- Import labor, most suggestions being in favor (1st) of Chinese or Orientals, (2nd) Mexicans.
- Close saloons.
- Practice bona fide exemption of farm labor from military draft.
- Develop potential home supplies of labor.
- Provide better distribution and utilization of present labor supplies.
- Promote anti-vagrancy laws.
- Conscript labor.

As may be expected, the farm advisors reporting the results of 132 farm center meetings offer a great variety of farmers' suggestions having to do with bettering the 1918 season. Of those occurring with sufficient emphasis to be outstanding, the following are significant. The figure in brackets indicates the times a given recommendation is made.

- Close saloons. [19]
- Practice bona fide exemption for draft. [13]
- Utilize potential supplies, i.e., boys, women, and city dwellers. [12]
- Import Mexicans. [10]
- Conscript labor. [9]
- Distribute and utilize present supply to better advantage. [7]
- Force loafers to work. [5]
- Exchange labor in communities. [4]
- Increase farming efficiency. [3]
- Provide better living quarters. [3]
- Reduce or suspend highway and municipal work. [3]
- Reorganize public employment offices. [2]
- Provide plan for purchase of homes by workmen. [2]

Import foreign labor. [2]
 Import Chinese. [2]
 Furnish transportation. [1]
 Bring labor into the homes. [1]
 Plant crops of low labor needs. [1]
 Pay higher wages. [1]
 Use German prisoners. [1]
 Pay for overtime, nine-hour day basis. [1]
 Prohibit manufacture of non-essentials. [1]

Of the seven County Farm Labor Agents other than Farm Advisors reporting farmers' recommendations, the following stand out (figures in brackets indicating number of times opinion is advanced):

Proper exercise of selective draft. [3]
 Anti-loading or conscription laws. [1]
 Importation of Chinese. [1]
 Prohibition. [1]
 Standardize wages. [1]
 Better use of high school students [1]

Sixty-two of the seventy-three firms supplying us with data concerning their 1917 labor experiences, offer suggestions for 1918, which summarize into groups, thus:

Import labor. [30]
 Chinese. [17]
 Orientals. [6]
 Not specified. [4]
 Mexicans. [3]

Close saloons. [3]
 Close saloons. [16]
 Exempt bona fide or skilled farm labor from military draft. [15]
 Develop potential supplies as women, children, etc. [8]
 Provide anti-loading regulations. [6]
 Conscript labor. [6]
 Readjust school vacations. [3]
 Exchange labor between farmers. [2]
 Provide better living conditions. [2]
 Standardize wages. [2]

And a single recommendation in favor of:

Using labor saving machines.
 Suppressing I. W. W.'s.
 Forcing labor to work at a minimum wage.
 Standardizing prices for essential farm products.
 Bringing about better personal relations with labor.
 Surveying situation to determine needs.
 Substituting crops of low labor requirements.
 Discontinuing taking of best men for farm advisors.

EFFECT OF 1917 LABOR CONDITIONS ON 1918 CROPS AND INDUSTRIES

The following summaries* present farmers' opinions as derived from the investigations covered on pages 38 to 44 of this report, concerning effect of the past season's labor conditions upon next season's crops and industries. They are obtained from:

- (a) Farm Center meetings held in November.
- (b) County Farm Labor Agents other than Farm Advisors.
- (c) Private firms.

Analysis and Summary.—In general the farmers represented at the Farm Center meetings mostly look for no effect, those anticipating decreased acreage being about offset by those who look for an actual increase. Of the County Farm Labor Agents other than Farm Advisors indications are for a reduction in acreage. Of the seventy-three firms reporting the majority of those passing upon this matter look for a decrease. The total evidence indicates that so far as farmers' opinions are concerned, as represented here, the tendency is toward a slight reduction in acreage.

Of the 132 Farm Center November meetings reporting on this matter, a summary indicates that:

- 76 reports think there will be no effect on acreage.
- 23 reports look for an increased acreage.
- 29 reports expect a decrease in production.
- 2 reports show substitution of tenants for owners.
- 2 reports find it too early to predict.

132

Estimates of probable decreases are too indefinite to summarize. They can be consulted in the complete tables.

Of the seven County Farm Labor Agents other than Farm Advisors reporting on this matter two report no apparent effect; four look for a reduction, while one looks for an increase.

Of the seventy-three firms reporting concerning their labor experiences, forty-eight report an influence on the 1918 crops, thus:

- An increase in acreage, 3 cases.
- No change in acreage, 17 cases.
- A decrease in acreage, 26 cases.
- Will lease lands, 2 cases.

Increases consist in substitution of pasture, stock and grain for crops of higher labor demands. Two ranchers expect somewhat of an increase in their field acreage. One man is to put in forty acres of orchard.

Industries, where named, influenced by decreased acreage, are sugar beets, potatoes, seed, nursery, dairy, swine, hay, corn, beans and new alfalfa.

* Details are on file and may be consulted in this office.